

June 1956

Volume XLV, No. 6

# NATIONAL MUNICIPAL REVIEW

## Concern Increases Over Metropolitan Areas

- The World's Great Cities II
- Meeting of Minds, Ideas
- Today's Urban Regions

PUBLISHED BY THE NATIONAL MUNICIPAL LEAGUE

# National Municipal Review

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## News of the League

# Leaguers Attend National Meetings

Officers and staff members of the League participated in two recent significant national meetings—the National Conference on Metropolitan Problems and the annual convention of the Chamber of Commerce of the United States.

Nine officers and two staff members attended the National Conference on Metropolitan Problems at East Lansing, Michigan, which was called by Frank C. Moore, president of Government Affairs Foundation and League Council member.

The officers were John S. Linen, first vice president, and Council Members Frederick L. Bird, Arthur W. Bromage, L. P. Cunningham, Herbert Emmerich, Frank C. Moore, Otto L. Nelson, Jr., Mrs. Maurice H. Noun and James A.



Bebout Presenting Final Report

### Conference Reservations

Hotel room reservations for the National Conference on Government in Memphis, November 11-14, should be made directly with the Peabody Hotel—and early.

All signs point to a large attendance and, while the Peabody, headquarters hotel, has set aside the usual number of rooms, late-comers may have to stay at other nearby hotels.

Singer.

Assistant Director John E. Bebout and Senior Associate William N. Cassella, Jr., of the staff, assisted in the management of the conference, in which more than 200 authorities on metropolitan problems and leaders of business, labor and education from many states participated.

At the 44th annual convention of the Chamber of Commerce of the United

(Continued on next page)

NML personalities at East Lansing conference, left to right: John E. Bebout, Frank C. Moore, Arthur W. Bromage, Frederick L. Bird, Otto L. Nelson, Jr., Mrs. Maurice H. Noun, L. P. Cunningham, Herbert Emmerich, William N. Cassella, Jr., John S. Linen, and James A. Singer.



## Group Suggests Greater Support

Increased financial support and larger staff were among recommendations agreed upon by the special committee on the National Municipal League's public relations problems at a meeting held May 4 in New York.

The committee, of which Cecil Morgan is chairman, based its discussion on a report by Communications Counselors, Inc., which had made a preliminary examination of the League's problems.

In addition to Mr. Morgan, members of the committee at the meeting were W. Howard Chase, William Collins, John S. Linen, Vernon C. Myers and James M. Osborn. Executive Director Alfred Willoughby and Assistant Director Allen H. Seed, Jr., also attended.

The committee favored the enlargement of the League's finance committee and sufficient staff to permit an increase of field work.

The committee favored exploration of the possibility of increasing the sale of paid advertising in the REVIEW. A subcommittee consisting of Mr. Chase, Mr. Osborn and Mr. Willoughby was appointed to prepare specific suggestions.

Among other matters considered by the committee and deferred for further study was the proposal that the organization's name be changed.

### Staff Members at Meetings

(Continued from previous page)

States in Washington, H. Bruce Palmer, NML Council member, and Thomas R. Reid, regional vice president, addressed a gathering of former U. S. Junior Chamber of Commerce officers. Regional Vice President Mark S. Matthews



Kimbrough Owen

### Owen, Two Others Killed in Plane Crash

Kimbrough Owen, professor of government at Louisiana State University and correspondent for the REVIEW, was killed April 28 when the private plane in which he was flying to the National Conference on Metropolitan Problems crashed and burned near East Lansing, Michigan.

Jesse L. Webb, Jr., mayor-president of Baton Rouge, and Major Paul Pittman, who were flying with Dr. Owen to the conference, also lost their lives.

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and Assistant Director Allen H. Seed, Jr., attended.

U. S. Senator Barry Goldwater, NML regional vice president, participated in a panel discussion on political issues, and W. Howard Chase, Council member, participated in the deliberations of the organization's policy committee.

# National Municipal Review

Volume XLV, No. 6

June 1956

Published monthly except August by the National Municipal League

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NEWS OF THE LEAGUE .....	265
Leaguers Attend National Meetings .....	265
EDITORIAL COMMENT .....	268
A New Approach .....	268
MEETING OF MINDS, IDEAS .....	269
TODAY'S URBAN REGIONS .....	Charlton F. Chute 274
WORLD'S GREAT CITIES II .....	Arch Dotson 281
<i>News in Review</i>	
CITY, STATE AND NATION .....	H. M. Olmsted, <i>Editor</i> 287
Metropolitan Study to Be Furthered .....	John E. Bebout 287
COUNTY AND TOWNSHIP .....	William N. Cassella, Jr., and Victor Jones, <i>Editors</i> 294
Milwaukee County Surveyed by PAS .....	Robert E. Boos and Norman N. Gill 294
PROPORTIONAL REPRESENTATION .....	George H. Hallett, Jr., and Wm. Redin Woodward, <i>Editors</i> 299
Cincinnati Vote Postponed .....	Forest Frank 299
TAXATION AND FINANCE .....	Wade S. Smith, <i>Editor</i> 301
Highway Aid Bill Passed by House .....	301
CITIZEN ACTION .....	Elsie S. Parker, <i>Editor</i> 303
Plan 'Politician-in-Residence' .....	Samuel K. Gove 303
RESEARCHER'S DIGEST .....	Samuel K. Gove, <i>Editor</i> 307
Area Research Problems Discussed .....	307
BOOKS IN REVIEW .....	311

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Entered as second class matter July 11, 1932, at the Post Office at Worcester, Massachusetts. Publication office, 150 Fremont Street, Worcester 3; editorial and business office, Carl H. Fforzheimer Building, 47 East 68th Street, New York 21, N. Y. Copyright 1956 by the National Municipal League. Subscription, \$5 per year; Canadian, \$5.25; foreign, \$5.50; single copies 50 cents. The contents of the Review are indexed in *International Index to Periodicals and Public Affairs Information Service*.

## ***Editorial Comment***

### **A New Approach**

**T**HE most important problems of domestic government facing the country today" are being generated in our metropolitan areas. This was the conclusion of the three-day National Conference on Metropolitan Problems at Michigan State University in East Lansing early last month. Judging from correspondence and other sources of information available to the National Municipal League, this is also the conclusion of more and more thoughtful citizens.

The East Lansing conference was called by the Government Affairs Foundation with the cosponsorship of nineteen national organizations, including the National Municipal League. The general report of the conference printed at page 269 of this issue indicates significant agreement among a cross-section of men and women approaching metropolitan problems from very different interests and backgrounds.

The conference wisely did not attempt the impossible task of arriving at dogmatic conclusions regarding particular "solutions" of metropolitan area difficulties. It attempted rather to discover to what extent it agreed on the essential nature and seriousness of these difficulties, on the possibility of doing something about them and on some of the more hopeful avenues to progress.

While recognizing that progress has been distressingly meager and slow, the conference was optimistic about the future. Its decision to organize a Continuing Conference on Metropolitan Problems reflected the shared

conviction that these problems would yield to more energetic, more effectively concerted attack.<sup>1</sup>

The Continuing Conference will be the helpful servant, in no sense the competitor, of existing institutions and organizations working on metropolitan problems. The belief was expressed by representatives of many such organizations that the proposed agency would help them in strengthening their own efforts, directing them toward important goals and avoiding waste and duplication.

The Government Affairs Foundation performed an important public service in making the East Lansing meeting possible and is undertaking an even more important service, at the request of the members, as the administering agency for the Continuing Conference.

This whole new approach to metropolitan area problems is a heartening illustration of the versatility of the American system of voluntary association to achieve common public objectives. Nobody was "summoned" to the East Lansing meeting. All came because of their own sense of the importance and the promise of the occasion. All went away as free as they came to act as they please with respect to the problems considered. Yet the report of the conference indicates that the members returned home feeling stronger in their own determination and ability to meet the challenge which had brought them together.

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<sup>1</sup> See pages 287 and 307, this issue.

# Meeting of Minds, Ideas

Large group with varied backgrounds confers on metropolitan problems, agrees solutions possible.

**EDITOR'S NOTE.**—The article below is the General Report on the findings of the National Conference on Metropolitan Problems, held at Kellogg Center, Michigan State University, April 29-May 2, 1956. It was prepared by Victor Jones, professor of political science at the University of California, and John E. Bebout, assistant director of the National Municipal League. See also pages 268, 287 and 307.

**A**T THE National Conference on Metropolitan Problems, held at Michigan State University April 29—May 2, 1956, over two hundred businessmen and women, labor leaders, federal, state and local officials, educators, and officers of civic and professional organizations, divided into twelve separate groups, discussed for three half-day sessions: (1) the metropolitan challenge to government, (2) how to make government in metropolitan areas capable of doing its job, and (3) what can be done to bring about a greater degree of cooperation among agencies, organizations and individuals concerned with metropolitan problems.

The United States and Canada are rapidly becoming urban nations. Throughout this century, and especially since the war, most of the increase in population has occurred in the larger cities and their suburban fringes. Between 1950 and 1955 over 97 per cent of the total increase of population in the United States was in the 168 standard metropolitan areas listed in the 1950 census.

For purposes of conference discussion, the standard metropolitan area,

as defined by the federal government,<sup>1</sup> was generally accepted as satisfactory for the gathering, summation and comparison of statistics. It was felt, however, that uncritical use of this census definition would hide many of the essential elements in the metropolitan complex. To one concerned with the government of metropolitan areas the essential elements are large size, high population density, interdependence, fluidity of movement and fractionated government.

There are many urban problems that are not metropolitan problems. There was general agreement to consider as "metropolitan problems" only those which arise from a large congested population, living and working interdependently in a considerable territory, rushing to and fro, with governments which do not coincide with the patterns of life.

Small urban places are, however, developing many of the political and governmental characteristics of the large metropolis.

The development of metropolitan communities is the natural end product of over a century of industriali-

<sup>1</sup> The official definition has been paraphrased: "A standard metropolitan area consists of a central city (or cities located closely together) with a population of 50,000 or more, the remainder of the county in which the central city is located and any contiguous counties that are closely tied in, economically and socially, with the central city and the populations of which are largely nonagricultural. In New England the SMA's are groups of towns, not of counties."

zation accompanied by increased agricultural productivity. The form of the metropolitan area is determined by such factors as changing technology (the automobile, the septic tank, the power pump, etc.), the economics of mass housing, lack of room in the central city and older suburbs, government housing policies, search for individual homes surrounded by acreage, etc. There was considerable speculation about whether the future metropolitan community would look like New York or like Los Angeles.

#### Many Local Units

The almost universal division of metropolitan areas into many units of local government is the result of numerous factors. In general, it reflects the fact that population growth has extended ever outward from the urban centers and has overrun the boundaries of the central city and many other long established governmental entities. In some metropolitan areas, cities originally separated by open country have simply grown into each other. Also, additional local governmental agencies have been created in the areas of growth to provide urban services as the needs become critical.

Rivalries and conflicts among neighboring communities, suburban distrust of the central city, as well as general lack of foresight, have contributed to the absence or failure of measures which might have limited or relieved the effects of metropolitan fragmentation.

The growth of existing metropolitan areas and the development of additional areas that meet the census

definition will continue for several decades. By 1960 there may be a score of new standard metropolitan areas. Present and new metropolitan areas will account for most of the national increase in population. This enormous growth will increase the number and complexity of metropolitan problems.

This growth will be accompanied by a further concentration of the labor force, higher and more widely distributed income, more leisure time, larger families, more old people and more demand for the services of local governments. Development of air travel may affect the distribution of population as will the continued movement of surplus farm population to the cities.

Development and expansion will continue to take place on fringes of metropolitan areas. One result in some parts of the country will be the coalescence of metropolitan areas into vast urban regions. Some participants pointed out that the "linear city" might invalidate in some areas the concept of central city plus suburbs; we may be in danger of attacking a problem already outmoded. It is noted, however, that a few states and the federal government are beginning to deal with some urban problems on regional and national scales.

The function of the core city, or at least the central business district, is changing. What this will mean a few years from now is not clear, but it appears that even with a new role to play in the social, economic and political life of the metropolis it will continue as a center of metropolitan life. Physical and functional obsoles-

cence of older areas will doubtless continue at an accelerating rate unless checked by urban redevelopment and renewal.

No major counter-trends can be identified, although traffic congestion and the possibility of aerial warfare could in time reverse the movement of population and industry to metropolitan areas.

Conference participants recognize that problems vary in extent and intensity in different metropolitan areas and at different times in the same metropolitan area. Some participants consider that the diffusion of popular control of metropolitan activities is the most important metropolitan problem. Others, while admitting the importance of this problem, emphasize the primary importance of providing a sufficient level of service to urban people. Transportation, water supply and distribution, the disposal of sewage and other wastes, schools, land use planning and control are pressing problems in most metropolitan areas.

#### Best Course to Pursue

Failure to solve these problems affects urban life adversely at many points. The economic productivity of metropolitan areas is reduced and their full potential development is unrealized. There is inequitable financing of public service. The comfort and convenience of the public is reduced. The ineffectiveness of local self-government increases the drive toward direct state and federal action.

It is not possible at this point to chart fully the course or courses that will lead most surely and directly to

the best solutions. There are, however, certain clear objectives which will guide us in determining the governmental structures and strategy needed in metropolitan areas.

The basic need is for government that will serve the people of metropolitan communities effectively and efficiently, with active citizen participation and popular control. An adequate and equitable revenue system, some local initiative and self-government for traditional or natural communities within a metropolitan area and provision for adaptation to growth and change are important additional objectives. Any system of metropolitan government, moreover, should be designed and operated with a view to the sound economic and social development of the area as a whole and the full utilization of private initiative and participation in meeting community needs.

There is no single form of governmental organization that will meet the needs of all metropolitan communities. Fortunately, however, we have had some experience with a considerable variety of arrangements which, in different combinations, offer hopeful avenues to progress.

In general, government must be tailored to the needs of each community. This means that local people and officials must assume major responsibility for studying their own needs and forming and carrying out their own plans. The possible scope of local action, however, depends to a very large extent on the state.

There is an urgent need for review and relaxation of certain constitutional and other legal limitations on

the powers of existing local units and for enactment of legislation to permit new forms of local government. The development of local capacity to finance government in metropolitan areas adequately and equitably calls in many places for elimination or modification of legal limitations on fiscal powers as well as on revision of local tax systems, including assessment practices.

While complete consolidation of all local governments into a new metropolitan government is one of the theoretical possibilities, it is neither a likely nor a desirable solution except possibly in new and relatively small or emerging metropolitan communities. Serious consideration should, however, be given to the development of general metropolitan governments with limited functions, leaving all other functions to existing local units.

#### **Solutions Tried**

This goal may be approached in different ways in different communities. Greater use is being made, for example, of the urban county as an instrumentality of metropolitan government, especially where a single county embraces all or most of the metropolitan area.

Single or multi-purpose metropolitan districts and authorities are demonstrably useful in meeting urgent service needs. Yet the establishment of a variety of such agencies in an area increases the number of units of government, complicates the problem of achieving coordinated action and increases the difficulty of maintaining effective popular control. It is possible, however, that the develop-

ment of a multi-purpose metropolitan district to meet the immediate and urgent need for area-wide services might lead ultimately to the establishment of a general government carrying on a limited number of metropolitan functions.

The responsibility of the state does not stop with the relaxation of legal limitations or enactment of facilitating legislation. The state has an obligation to provide active leadership in the solution of metropolitan difficulties. This might well begin with the establishment of a temporary state commission to determine the need for and the nature of appropriate state action. States already provide various kinds of guidance and technical assistance to local authorities. States should consider the expansion of such activities including continuous research and information concerning metropolitan problems and intergovernmental relationships. For this purpose the establishment of a state department of local government or urban affairs is worthy of consideration.

One of the most important needs in any metropolitan area is some form of over-all metropolitan planning. The method of organizing and the extent of such planning must be fitted to each area but the state can play an important role by means of technical assistance.

While the state has primary responsibility for local and consequently for metropolitan government, the federal government also has a role in the solution of metropolitan difficulties. At the very least, more effective coordination of the presently dispersed activities of the federal gov-

ernment within and affecting metropolitan areas would make it easier for the state and local governments to deal with metropolitan problems in area-wide terms.

A sense of community is essential to the success of metropolitan government, however organized. Citizens and officials must learn to think and act in terms of their responsibility to the whole area as well as to any smaller community within it to which they may belong.

#### **A Great Responsibility**

This need places a great responsibility on all organizations and groups, official and unofficial, interested in metropolitan government. It calls upon them to sponsor and promote a many-sided program of research, education and action designed to clarify the essential nature of the relationships of the individual to the communities in which he lives and moves and the implications of these relationships for government.

Many suggestions for basic and operational research were made in the group discussions and recorded by the reporters. These suggestions will be analyzed and reported to the

members of the conference and interested researchers.

The participants in this conference feel that their coming together has substantially enhanced their own awareness of metropolitan problems and their sense of membership in their own metropolitan communities. They intend to continue and expand the association thus commenced.

They are confirmed in this intention by the conviction that metropolitan areas are generating the most important problems of domestic government facing the country today. These problems challenge our faith in basic democratic principles and test our ability to adapt political institutions and practices to the rapidly changing requirements of modern society. Our handling of them will vitally affect the livability of our homes, the health and efficiency of our communities, the productivity and prosperity of our economy, the soundness of our national defense and the general welfare and happiness of our people. The search for solutions is urgent business for all levels of government, for civic, political and professional groups and for all citizens.

# Today's Urban Regions

New concept of clusters of metropolitan areas reveals limits of traditional cures, calls for changed goals.

By CHARLTON F. CHUTE\*

**EDITOR'S NOTE.**—This article is the first of two which together comprise the author's address before the National Conference on Government of the National Municipal League, Seattle, July 26, 1955. The second article will appear in the *REVIEW* for July.

THE historic concept of a metropolitan area as a core city surrounded by suburbs is no longer adequate for solving governmental problems in most of the large urban centers of the United States. For the first time we must take into account the interrelationships having governmental significance between neighboring metropolitan areas. We must analyze clusters of metropolitan areas as closely as we study clusters of cities and other urban groups.

When these interrelationships are analyzed, it becomes clear that the basic philosophy of core city and satellite suburbs, which has value in explaining the past and the present, is seriously defective as a guide to the future. We must re-evaluate the important varying role of the state in the government of metropolitan areas. We must appraise for the first time the part played by the federal government in such areas. A realistic analysis must be made of the value and limits of "political integration" as the answer to the problem

of government in metropolitan areas. Finally, if "political integration" is not the answer, what should be our goals and what policies are best calculated to accomplish them? The findings which follow are taken from a project now under way in the Institute of Public Administration.

## Urban Region Defined

As a first step in this analysis we have developed a new term, the "urban region," which is defined for the United States as an area in which two or more standard metropolitan areas (as defined by the Bureau of the Census) adjoin each other. When such areas adjoin, the potential interrelationships are at a maximum because, in addition to other links, it is customary to find a number of people living in one area who commute daily to work in another, and vice versa.

In five instances we have included as urban regions standard metropolitan areas which fail to touch by not more than about five miles because such an interval does not present a great obstacle to daily commuting.

It is recognized that some dangers arise from the census definition of standard metropolitan areas in terms of counties, parts of which may be sparsely populated. The most glaring examples are the eastern parts of San Bernardino and Riverside Counties, California, which are

\* Dr. Chute is associate director of the Institute of Public Administration. He was formerly vice president and director of the Pennsylvania Economy League, Inc., Eastern Division, in Philadelphia.



largely desert. In this case no great harm is done because the eastern parts of these counties do not touch another standard metropolitan area.

On the other hand, this and some other problems—such as the five-mile gap referred to above—may be more than compensated for by the growth of population in the suburbs and rural parts of the metropolitan area. Dewhurst, for instance, in *America's Needs and Resources: A New Survey*,<sup>1</sup> points out that, in the decade 1940-1950, "more than nine million, or nearly half, of the country's total population gain took place in the suburbs and outlying parts of these 168 standard metropolitan areas," and he expects this trend to continue. Also, recent analyses of the geographical extent of the labor market for modern American industry, as well as census data on the

occupations of the rural nonfarm population in these counties, justify the use of the county in defining the metropolitan area.

On November 2, 1955, the Bureau of the Census issued its estimates of the increase in the civilian population of the United States between April 1955 and 1950 stating, "Of the 11,800,000 increase in the civilian population over the five-year period, 11,500,000 occurred in the metropolitan areas." It was estimated that an increase of 1,900,000 took place in the central cities, 4,526,000 in urban areas outside the central city and 5,094,000 in the territory within metropolitan areas classified as rural in 1950.

The great advantage, of course, of using the definition as cited is that we can then utilize census data to identify, count, measure, analyze and describe the characteristics of whatever urban regions may exist in this country.

<sup>1</sup> J. Frederick Dewhurst and Associates. *The Twentieth Century Fund*, New York, 1955, 1,148 pages.

Using the definition above we can identify, map and describe in considerable detail nineteen urban regions scattered literally from coast to coast and from border to border. Moreover, they contain most of the largest cities (and metropolitan areas) in the country, in the sense, for instance, that eighteen of the 25 largest cities were to be found in urban regions in 1950. They are shown on the accompanying map prepared by the Institute of Public Administration, which is based on the 1950 map prepared by the Bureau of the Census.

#### What Are Urban Regions?

Urban Region No. 1 is so large and important that its composition is shown in Table I, while the population for the other urban regions is shown in Table II.

Thus it will be seen that the urban regions of the United States include 77, or 45 per cent, of all the standard metropolitan areas and 59,959,000, or 71 per cent, of the population in those standard metropolitan areas. The total population of the urban regions amounts to 39 per cent of the population of the continental United States.

It is safe to conclude that, if the new concept of urban region as defined here has validity and utility, we are dealing with a most important phenomenon. Parenthetically, attention may here be called to four points:

1. The unusual extent and shape of some urban regions, for instance that stretching from Altoona, Pennsylvania, through Pittsburgh and Cleveland to Lorain-Elyria, Ohio;
2. While all the largest metropoli-

tan areas are in urban regions, some metropolitan areas, of which the more important are St. Louis, Minneapolis-St. Paul, and Buffalo, are not in an urban region;

3. Growth in the future may greatly extend some existing urban regions, for example, add the Boston region to the northern end of Urban Region No. 1, which would give a total population for this region of over 27,000,000 (Philip Cornick points out that if the Bureau of the Census applied to New England the same definition of standard metropolitan area that it uses in the rest of the country, the Boston urban region would be a part of Urban Region No. 1);

4. A relatively small growth may bring some new urban regions into the list, for instance, add Waterloo to Cedar Rapids, add Peoria to Decatur-Springfield, add Winston-Salem-Greensboro to Durham-Raleigh, add Beaumont-Port Arthur to Houston-Galveston.

#### Essence of Urban Region

An urban region is not a city nor is it a unit of local government. There is no suggestion made here that all urban regions should be transformed into governmental units.

An urban region is an area so densely settled by people living in municipalities, either now or potentially so in the near future, that they live under urban conditions, and many of their important urban needs are interrelated. In some cases the territory lying between the central cities of two adjacent metropolitan areas is completely built up and the result is really one city, although divided by law into many cities. An illustration is the territory between Philadelphia, Pennsylvania, and Wil-

TABLE I  
URBAN REGION No. 1 — 1955

Standard Metropolitan Areas	Population 1950	
Springfield-Holyoke, Mass.	407,255	
Hartford, Conn.	358,081	
Waterbury, Conn.	154,656	
New Britain-Bristol, Conn.	146,983	
New Haven, Conn.	264,622	
Bridgeport, Conn.	258,137	
Stamford-Norwalk, Conn.	196,023	
New York-Northeastern New Jersey	12,911,994	
Trenton, N. J.	229,781	
Atlantic City, N. J.	132,399	
Allentown-Bethlehem-Easton, Pa.	437,824	
Philadelphia, Pa.	3,671,048	
Reading, Pa.	255,740	
Lancaster, Pa.	234,717	
Harrisburg, Pa.	292,241	
York, Pa.	202,737	
Wilmington, Del.	268,387	
Baltimore, Md.	1,337,373	
Washington, D. C.	1,464,089	
Total	23,224,087	
		Total
		59,959,242

SOURCE: Bureau of the Census, *U. S. Census of Population: 1950*.

TABLE II  
URBAN REGIONS IN THE UNITED STATES — 1955

Urban Region	Population 1950
1. Region No. 1 (For standard metropolitan areas in this urban region see Table I)	23,224,087
2. Chicago, Kenosha, Racine, Milwaukee	6,551,234
3. Cleveland, Lorain-Elyria, Akron, Canton, Youngstown, Wheeling-Steubenville, Pittsburgh, Johnstown, Altoona	5,833,593
4. Los Angeles, San Diego, San Bernardino-Riverside*	5,376,407

- Boston, Lowell, Lawrence, Brockton, Worcester, Fall River, New Bedford, Providence 4,047,583
- Detroit, Flint, Saginaw, Bay City 3,529,136
- San Francisco-Oakland, Sacramento, Stockton, San Jose 3,009,204
- Cincinnati, Hamilton-Middletown, Dayton, Springfield 1,620,599
- Seattle, Tacoma 1,008,868
- Dallas, Fort Worth 976,052
- Houston, Galveston 919,767
- Kansas City, St. Joseph 911,183
- Wilkes-Barre-Hazleton, Scranton 649,637
- Syracuse, Utica-Rome 625,981
- Norfolk-Portsmouth, Hampton-Newport News-Warwick<sup>b</sup> 589,427
- Greensboro-High Point, Winston-Salem 337,192
- Lansing, Jackson 280,866
- Raleigh, Durham 238,089
- Springfield, Decatur 230,337

\* Riverside County added to San Bernardino County standard metropolitan area. See Bureau of the Census, *Local Government in Metropolitan Areas*, April 2, 1954.

<sup>b</sup> Hampton-Newport News-Warwick defined as a standard metropolitan area October 8, 1952.

SOURCE: Bureau of the Census, *U. S. Census of Population: 1950*, and *County and City Data Book: 1952*.

mington, Delaware. In other cases this territory is something "open" in the sense that it is used for agriculture or is standing idle. Census data clearly show that the residents of this open country are mainly urban as to type of occupation. They are really urban people living in homes scattered through a rural area and they are increasing in number. The cen-

sus calls these people "rural non-farm." An excellent example of such territory is to be found in Mercer County, New Jersey, near Trenton.

The presence of such open spaces does not prove the fallacy of the concept of an urban region. Open space is a highly desirable thing, for it is then easier and cheaper to adapt the future growth of the urban region to avoid the costly mistakes of many of our large cities. Large amounts of open space must be left to preserve the water supply for the future, for recreational areas, for defense purposes and for the growing needs of parks, school sites, highways, toll roads and parking lots that are to come. Many would add that considerable open space should be left to preserve what the British call "the amenities of rural life." If this is not done, we are likely to end up with many square miles of asphalt jungle in which, as Mumford says, the only thing that blooms is the concrete cloverleaf.

It is important to note that, although suburban residents were once generally oriented toward the central city, they are now often oriented toward several central cities. For example, some residents of Bucks County, Pennsylvania, are oriented a few miles north to a job, shopping and friends in Trenton, New Jersey; others are oriented twenty miles south to a job, shopping and friends in Philadelphia; others work to the east in Burlington, New Jersey; while growing numbers are oriented to jobs, shopping and friends in Bucks County itself. This phenomenon is significant because it weakens the cogency of the argument in

favor of integration with the one big city.

People living far apart but in one urban region are members of the same community in only a limited sense. What does a resident of Hartford, Connecticut, have in common with a resident of Wilmington, Delaware? Obviously less than each has with the residents of cities adjoining his own.

The interrelationships between adjacent metropolitan areas occur in such fields as defense against atomic attack, water supply, waste disposal, public health, air and water pollution and, in a very intimate day-to-day way, they are jointly concerned with ease of transportation. These interrelationships are frequently as direct as those between cities within a single metropolitan area and are of much the same kind.

But a new relationship has been added. Our growing metropolitan areas are beginning to come up against limitations of needed resources in their environment, the most important of which is water. There is competition for this necessity. More will be said of this later.

#### **Concept Must Change**

It is for these reasons that the historic concept of a metropolitan area as a core city surrounded by its suburbs is no longer adequate for solving the governmental problems in most of the large urban centers of this country. It is too small a concept to deal satisfactorily with so large a problem.

For instance Urban Region No. 1 is unique in this hemisphere. Never before have there been 23,000,000

TABLE III  
PERCENTAGE OF POPULATION IN STANDARD METROPOLITAN AREAS BY STATES — 1950  
(Excluding the District of Columbia)

	Total Population	Standard Metropolitan Areas Population	Per Cent	Per Cent Urban <sup>a</sup>
New Jersey	4,835,329	4,350,493	90.0	86.6
Rhode Island	791,896	674,577	85.2	84.3
New York	14,830,192	12,457,974	84.0	85.5
California	10,586,223	8,662,126	81.8	80.7
Massachusetts	4,690,514	3,831,364	81.7	84.4
Pennsylvania	10,498,012	8,136,636	77.5	70.5
Maryland	2,343,001	1,695,956	72.4	69.0
Illinois	8,712,176	6,282,306	72.1	77.6
Connecticut	2,007,280	1,393,966	69.4	77.6
Delaware	318,085	218,879	68.8	62.6
Ohio	7,946,627	5,384,086	67.8	70.2
Michigan	6,371,766	4,225,001	66.3	70.7
Washington	2,378,963	1,315,736	55.3	63.2
Missouri	3,954,653	2,080,884	52.6	61.5
Utah	688,862	358,214	52.0	65.3
Colorado	1,325,089	654,020	49.4	62.7
Florida	2,771,305	1,323,206	47.7	65.5
Texas	7,711,194	3,644,726	47.3	62.7
Indiana	3,934,224	1,756,828	44.7	59.9
Arizona	749,587	331,770	44.3	55.5
Minnesota	2,982,483	1,322,571	44.3	54.5
Tennessee	3,291,718	1,349,511	41.0	44.1
Virginia	3,318,680	1,354,212	40.8	47.0
Oregon	1,521,341	619,522	40.7	53.9
Wisconsin	3,434,575	1,370,256	39.9	57.9
Louisiana	2,683,516	1,020,188	38.0	54.8
Georgia	3,444,578	1,235,572	35.9	45.3
Alabama	3,061,743	1,063,254	34.7	43.8
West Virginia	2,005,552	638,660	31.8	34.6
Nebraska	1,325,510	416,455	31.4	46.9
Iowa	2,621,073	776,366	29.6	47.7
Kansas	1,905,299	555,809	29.2	52.1
Kentucky	2,944,806	815,760	27.7	36.8
Oklahoma	2,233,351	577,038	25.8	51.0
South Carolina	2,117,027	528,710	25.0	36.7
North Carolina	4,061,929	896,736	22.1	33.7
New Mexico	681,187	145,673	21.4	50.2
New Hampshire	533,242	88,170	16.6	57.5
Maine	913,774	119,942	13.1	51.7
South Dakota	652,740	70,910	10.9	33.2
Arkansas	1,909,511	196,685	10.3	33.0
Mississippi	2,178,914	142,164	6.5	27.9
Idaho	588,637	—	—	42.9
Montana	591,024	—	—	43.7
Nevada	160,083	—	—	57.2
North Dakota	619,636	—	—	26.6
Vermont	377,747	—	—	36.4
Wyoming	290,529	—	—	49.8
United States	149,895,183	84,083,112	56.1	63.8

<sup>a</sup> Computed on basis of the new census urban definition for 1950.

NOTE: Includes new standard metropolitan areas of Hampton-Newport News-Warwick and Dubuque, and addition of Riverside County to San Bernardino.

SOURCE: Bureau of the Census.

people living under urban conditions in one area approximately 400 miles in length, for that is the distance between Springfield, Massachusetts, and the southern tip of Fairfax County, Virginia, south of Washington, D. C. The government of such an urban phenomenon is a first-rate problem.

What has been said above should not be construed to mean that metropolitan areas of the traditional kind do not exist, nor that our customary thinking about their governmental needs may not be valid in many cases.

#### **Metropolitan Population**

It has not been generally realized just how large a proportion of the population of many of our states is to be found in metropolitan areas. When this calculation is made it is much easier to understand why some of our states are deeply concerned with governmental services to their metropolitan areas.

For example, New Jersey, which is the eighth largest state in population, had 90 per cent of its people living in metropolitan areas in 1950. Of course, New Jersey is small in area, being less than twice the size of Los Angeles County, California.

It is meaningful also that California, with its great area and leadership in matters agricultural, should have 80 per cent of its population living in metropolitan areas.

Table III, which is based on 1950 census data, shows the proportion of the population of each state that (1) live in standard metropolitan areas, and (2) live in urbanized areas as defined by the Bureau of the Census. It will be seen that in fifteen states over half the population live in metropolitan areas—New Jersey, Rhode Island, New York, Massachusetts, California, Pennsylvania, Maryland, Illinois, Connecticut, Delaware, Ohio, Michigan, Washington, Missouri and Utah. In three states, Colorado, Florida and Texas, from 47.3 per cent to 49.4 per cent of the population live in metropolitan areas. Since these are among the most rapidly growing states, it would not be surprising if they pass the halfway mark in the census of 1960.

At the foot of the table are six states that did not have a single metropolitan area in 1950—Idaho, Montana, Nevada, North Dakota, Vermont and Wyoming.

The problems of many state governments are, in an important way, the problems of their metropolitan areas and the relationships between them.

The concluding part of this article, to appear in this REVIEW next month, will deal with the role of the states and the federal government in the government of metropolitan areas.

# World's Great Cities II

Boundary adjustment, functional consolidation, fiscal measures, Toronto's plan among reforms advocated.

By ARCH DOTSON\*

EDITOR'S NOTE.—This is the second of two articles reviewing the book, *Great Cities of the World*, edited by William A. Robson. The first appeared in the REVIEW for May.

THE high concentration of people, wealth and cultural opportunity in small urban areas distinguishes the metropolis from all other social forms. On the other hand, the world's great cities also have common problems of government. These include: (a) fragmentation of jurisdiction, (b) bankruptcy and blight of the inner units, (c) ineffective planning, (d) inefficient operation and (e) the political apathy of citizens.

In the last issue of this REVIEW I discussed some of the common characteristics and problems of the world's great cities. In the present article I shall analyze and evaluate the outstanding efforts which are being made to solve these problems.<sup>1</sup>

It must be pointed out again that the issues which confront the great cities depend upon the unique characteristics of those areas. Moreover, the problems themselves are interdependent. For example, the lack of over-all planning is due in part to the fragmentation of the metropoli-

tan region into autonomous political jurisdictions. At the same time the splintering of jurisdictions is attributable in part to the lack of over-all planning. And the prolonged absence of citizen interest in local political affairs can be seen to underlie most of the other problems of metropolitan government. Just as it is difficult to isolate the issues, so it is impossible to separate reforms. Many measures have been taken which, although ostensibly or primarily directed at a particular evil, are also applicable to the other problems which the great cities face.

## Boundary Reform

Perhaps the most obvious way to solve the problems of metropolitan government is by consolidation of units. The purpose of this measure is to reduce the number of local jurisdictions which operate within the area. Thereby, theoretically at least, many advantages would be achieved. Governmental policies could be co-ordinated. Levels of service could be equalized among poor and wealthy municipal units. More effective planning would become possible. The costs of government could be reduced. The destructive effects of population shifts within the metropolitan region would be softened, since suburbanites would contribute to the inner governmental units a fair share of the increased costs of services occasioned by their commu-

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<sup>1</sup> As cited in *Great Cities of the World, Their Government, Politics and Planning*. Edited by William A. Robson. New York, The Macmillan Company, 1955. 693 pages. The author served as editorial assistant on this project.

tation. The problem of divided civic and political interest would also be relieved, as more citizens would live in the jurisdiction in which they earn their livelihoods.

Despite these projected advantages, the record of metropolitan boundary reform has been disappointing. The point is not that some of the claims made would not be realized if units were combined but rather that units have refused to be combined. In Bombay, for example, the city was amalgamated with a few neighboring municipalities in 1950 but only after three decades of frustrated attempts. After repeated failures to act, the British Parliament finally enabled the city of Manchester in 1930 to extend its boundaries to include the adjacent city of Wythenshawe.

Los Angeles expanded rapidly between 1913 and 1925 but in 1950 more than two million people in the metropolitan area still lived outside the city limits. Moreover, the city proper now contains islands of unincorporated territory. New York City has not expanded in 40 years, Chicago occupies the same territory as it did 65 years ago, and London County has never exceeded the geographic limits set for the Metropolitan Board of Works in 1855.

The boundary solution has disadvantages as well as advantages. Practically speaking, some consolidations would require interstate and not merely local rearrangements. Since metropolitan New York includes parts of New Jersey and Connecticut, in addition to much of four outlying counties of New York State, there is no feasible way in which a

single government could be established for the metropolitan region. Some cities, such as Detroit, would encounter international boundaries in any effort to expand.

It must also be recognized that the resistance to absorption by smaller units is not always because of selfishness or intransigence. The desire for independence and self-government in limited areas is allegedly a characteristic of democracy. There are individual as well as common problems in metropolitan regions, and it is quite reasonable for particular units to seek to serve their own special needs rather than allow these needs to become submerged in the general interest of a community of several million people.

#### Functional Consolidation

Many metropolitan communities have attempted to solve some of their problems by functional consolidation. Instead of integrating the separate units of general government, several units surrender particular services or functions to a special authority, which then provides the service for them. The authority is limited to the specific function ceded and, although some control may be exercised by the jurisdictions served, usually the new agency assumes an independent status.

The *ad hoc* authority device is particularly common in the English-speaking countries. It is used most often in connection with the utility services of metropolitan areas. For example, New York City has a Port Authority, the activities of which extend not only to port and dock operations but also to bridges and tun-

nels, airports and various transportation facilities in the New York City-Northern New Jersey area. New York has another bridge authority and a transit authority. Both Boston and Chicago have transit authorities, while Boston uses the device for still other area-wide utility services.

Functional consolidation is also employed for non-utility activities. Perhaps the outstanding example of such broader use is the London Metropolitan Police District. In London the entire administrative county (exclusive of the ancient city corporation), the county of Middlesex, the county boroughs of Croydon, East Ham, West Ham and parts of the counties of Surrey, Kent, Herts and Essex are combined into a single district for the purposes of the police function. Altogether, all those areas falling within a fifteen-mile radius of the center of London are included.

Like boundary reform, functional consolidation is aimed at several of the basic problems of metropolitan government. This measure brings fiscal relief by saving individual units direct costs, especially the capital outlays required for plants and facilities in the utility services. It permits some equalization of the level of services between jurisdictions. For the particular service consolidated, it allows the development of long-range plans. From an operating viewpoint, such larger and stronger authorities promote efficiencies and economies which cannot be secured in separate and duplicate services.

On the other hand, experience with functional consolidation dis-

closes its serious limitations. Ironically, while this measure relieves some problems it worsens others. Although appearing to achieve a beneficial consolidation, this approach has often had the effect of further promoting political disintegration. Another unit of government is created in the metropolitan area while none of the existing units is eliminated, nor are the boundaries of the municipalities enlarged. When the *ad hoc* authorities have their own revenues their autonomy is assured. The problem of political apathy among the metropolitan citizens is then especially aggravated. The creation of more units, plus the practical insulation of these units from the general system of political and financial control, only confirms the citizen's feeling that he cannot understand or control his local government.

#### Fiscal Measures

Most of the common problems of the world's great cities are ultimately felt in the treasury. Not only is near-bankruptcy an alarmingly prevalent condition in metropolitan government but the problems of jurisdiction, planning and operating efficiency are inseparably tied to that condition. It is not surprising, therefore, that much effort has been directed to the strengthening of local revenue resources.

Several broad approaches have been used. One of the most popular is so-called revenue diversification. Accordingly, large city governments impose a great variety of secondary and minor levies. For example, Paris taxes balconies, furnished rooms and the employment of domestic serv-

ants. Rome levies a rate against pianofortes, coffee-making machines and stamps on official documents—and even has a hearth tax. Bombay imposes a tax on the wheels of vehicles. Chicago levies a motor vehicle tax. New York has many such taxes, including those on hotel rooms, cigarettes and amusements. Through revenue diversification, metropolitan governments aim to achieve income stability, in addition to increasing their income.

#### Intermunicipal Tax

Another, and quite distinct, fiscal solution is the intermunicipal levy. This device is directed specifically at spreading the costs of local government among the constituent metropolitan units. Allocations are made according both to ability to pay and to the unequal burdens of government which exist in different spheres of the metropolis. A contribution by suburban units to the inner units can thus be made in order to compensate for the additional services demanded by the suburban commuters.

A leading example of the interunit levy device is found in Copenhagen. There, since 1937, the three municipal units comprising the center of the Danish capital—Frederiksberg, Gentofte and Copenhagen—have contributed annually to an equalization fund based upon a formula of relative revenues and expenditures. By virtue of their greater wealth and the greater need of Copenhagen, both Frederiksberg and Gentofte have contributed to the costs of government in Copenhagen. Since 1948 London also has employed an interborough levy based upon ratable

value of real property. A substantial equalization of revenue among the 28 units located within the administrative county of London has been achieved by this measure.

Yet another revenue device, used increasingly by large city governments in the west, is the subvention or grant-in-aid. This is not, of course, an interlocal instrument but involves the central government and the metropolis. An amount, either fixed or variable, is paid as a grant from the funds of the higher to the lower unit. The subvention is thus somewhat inherently opposed to the consolidation of units or of functions as it enables separate units to perpetuate their independence and maintain a full complement of services. While such grants are usually employed for specific functions, a general purpose grant has been introduced in New York and in Toronto. The New York grant is a simple per capita amount received at fixed rates by all cities, towns and villages. The Ontario plan, however, varies the grant per capita according to the size of the city and also according to rate of growth. This measure achieves, therefore, a special rate for rapidly enlarging urban areas.

While each of these fiscal approaches has the particular merits indicated, each also has its deficiencies and disadvantages. Moreover, all such solutions have revealed basic inadequacies in relation to the fundamental problems of metropolitan government. Revenue diversification has not, in fact, produced an important increase in income. The New York levies listed, for example, supply no more than 5 per cent of the

city's income. Moreover, such imposts are usually difficult to administer from the standpoint of taxpayer compliance and may result in tax-pyramiding on a few accessible subjects.

The interborough tax is, of course, a valuable equalization device. It does in Copenhagen, and could do elsewhere, much to repair the inequities of revenue resources. But this device is not easily designed or adopted and must, ultimately, be imposed by a central government. The subvention, finally, has the disadvantages attaching to a gift so long as it is rationalized in the grant-in-aid philosophy. The subvention perpetuates separatism at the metropolitan level; but it contributes to a loss of independence in the relation of the metropolitan units to the central government.

Altogether, the fiscal approaches deal with the symptoms rather than the causes of the outstanding metropolitan problems. The bankruptcy and blight of inner units, as well as the general need for increased revenue, are but the expressions of governmental inefficiency, lack of planning and fragmentation of jurisdiction in metropolitan areas—not their sources.

#### **The Toronto Experiment**

Still one other approach to the problems of metropolitan government has appeared. So far, however, it has been adopted by only a single city, Toronto, where it originated in 1954. The features of the Toronto approach are essentially structural. But the plan also has functional and fiscal attributes. In brief, it involves

the creation of an over-all metropolitan government and the retention of existing municipalities. The new government performs some functions alone while the municipalities provide others and both levels share still other services.

Under the present division, the metropolitan unit has assumed the management of basic utilities such as trunk water mains, filtration plants, pumping stations and sewage treatment plants. It also provides arterial roads and public transport, the latter function coming specifically under a transit commission. Certain institutions, such as homes for the aged, court houses and jails, are maintained by the central unit. Significantly, the metropolitan government is responsible as well for basic planning throughout the whole 245 square miles of the area—about twice the size of the administrative county of London and two-thirds the size of New York City—and may, at the discretion of the minister of planning and development of the province, control planning even in adjacent territories. The borrowing power of the whole area is centralized under the auspices of the metropolitan unit. An area-wide authority for schools, the Metropolitan School Board, controls the function of education.

The member municipalities continue to provide for water distribution, district sewers and local streets. They maintain their former licensing and regulatory powers and, for the present at least, provide their own police and fire-fighting services.

Basically, the Toronto plan is a two-tier or federal arrangement. It

is in many ways like the London scheme, although the geographic coverage of the metropolitan unit is much greater and the distribution of functions is somewhat different, conspicuously with respect to police and fire fighting. Moreover, the planning power of the Toronto metropolitan government is more effective than that of the administrative county of London.

#### Plan Works Well

The Toronto plan avoids many of the disadvantages of the other approaches to the problems of the world's great cities, but captures their main advantages. Political fragmentation is stopped and an over-all metropolitan government is established. No longer is the metropolitan area divided into a series of autonomous, competitive and entirely independent municipalities. At the same time the extremes of urban centralization are avoided. A proper diversity is allowed in matters where diversity can be justified. The localities do not entirely surrender their identities. The daily movement of people within the area is contained within an over-all jurisdiction. The suburbanite does not, therefore, escape his responsibilities by the expedient of moving his residence. Governmental efficiency is enhanced by the distribution of function, although concededly the fire and police services remain to be rationalized on a regional basis.

A particular advantage is realized in the assignment of borrowing and planning powers to the central unit. By the intelligent and judicious application of these powers, the chaotic development of the metropolitan area may be checked and the entire physical and economic character of the region guided. Indeed, only in such a setting may effective planning be conducted.

Finally, it should be evident that the institutional obstacles to active citizen participation in local governmental affairs have been lowered. The commuting citizen can no longer have a divided civic and political interest, inasmuch as he remains throughout the day and night subject to one metropolitan government. In relation to the present pattern of separate jurisdictions, and in view of the continuing tendency to create more *ad hoc* authorities, the two-tier plan amounts to a simplification.

In conclusion, it is clear that while the Toronto plan must still be regarded as an experiment, and although the present arrangement lacks many desirable refinements, the basic approach is sound. The federal arrangement is the most promising and exciting of the solutions yet developed for the problems of the world's great cities. Only by such composite structural, functional and fiscal reforms as this approach involves can metropolitan government meet the demands of mid-twentieth century governance.

# News in Review

City, State and Nation . . . . .

*Edited by H. M. Olmsted*

## Metropolitan Study to Be Furthered

### East Lansing Meeting Sets Up Continuing Conference

THE first national conference to bring together a cross-section of the groups most directly concerned with metropolitan problems met at the Kellogg Center, Michigan State University, in East Lansing, April 29-May 2, and voted to organize a Continuing National Conference on Metropolitan Problems. This decision was the culmination of three days of discussion involving more than two hundred men and women from all parts of the country. The general conclusions of the conference regarding the nature, present status and future prospects of the government of metropolitan communities are set forth in the General Report printed at page 269 of this issue.

The decision to continue the cooperation which brought about the East Lansing meeting was made on the basis of a report of a subcommittee appointed "to consider and offer recommendations to this conference concerning its further activities." The report of the subcommittee, approved by the conference, made the following points:

1. That there is "a very real need for a greater degree of cooperation among the organizations, agencies and individuals concerned with the pressing problems which face the metropolitan areas of our country";
2. That "the solution of those problems by the development of such cooperation would be greatly advanced by the establishment of a Continuing National Conference on Metropolitan Problems";

3. That organizations and agencies actively interested in metropolitan problems should be eligible for membership in or affiliation with the conference and that consideration should be given to provision for appropriate affiliation of "qualified individuals";

4. That "the primary functions of the conference should be to serve as a co-operating agency for groups and organizations concerned with metropolitan problems; to encourage and cooperate in such research; and to prepare and cooperate in the preparation of such publications and to hold such national, regional and other meetings as may further the objectives of the conference."

Great emphasis was placed upon the point that this should be done "without duplication of efforts and by the use of existing agencies in so far as possible."

Frank C. Moore, president of the Government Affairs Foundation, under whose leadership the East Lansing meeting was planned and conducted, was unanimously asked to serve as chairman of a committee to organize the Continuing Conference and subsequently to continue as chairman of the conference itself. The report of the subcommittee was submitted by the chairman, Harold S. Shefelman of Seattle, Washington. Other members of the committee are: Frank Bane, Council of State Governments; John E. Bebout, National Municipal League; Frederick L. Bird, Dun & Bradstreet; Herbert Emmerich, Public Administration Clearing House; Luther Gulick, Institute of Public Administration; Patrick Healy, Jr., American Municipal Association; and Dennis O'Harrow, American Society of Planning Officials.

The work of the East Lansing conference was done in twelve discussion groups



**The load is lighter when everyone lifts.**

*Reprinted with permission from Cleveland Press*

and in committees which prepared reports on the basis of the deliberations of these groups. Each group consisted of about twenty persons selected so as to represent so far as possible a cross-section of the conference as a whole. In general the groups addressed themselves to consideration of the same basic questions. General sessions heard addresses by Nelson A. Rockefeller, chairman of the board of directors of Government Affairs Foundation; Mayor Richard J. Daley of Chicago; President John A. Hannah of Michigan State University; Powell B. McHaney, General American Life Insurance Company; City Manager O. W. Campbell, San Diego, California; Dr. Gulick; Governor G. Mennen Williams of Michigan; Chairman Frederick G. Gardner, Municipality of Metropolitan Toronto; Park H. Martin, Allegheny Conference on Community Development; Donald R. Larson, Metropolitan Miami Municipal Board; Meyer Kestnbaum, special assistant to President Eisenhower; Hugh R. Pomeroy, Westchester County Planning Department; and Norman MacDonald, Massachusetts Federation of Taxpayers Associations.

The following agencies cooperated in sponsoring the Conference: American Bar Association Section of Municipal Law, American Institute of Planners, American Municipal Association, American Society of Planning Officials, Council of Metropolitan Regional Organizations, Council of State Governments, Federation of Tax Administrators, Government Affairs Foundation, Governmental Affairs Institute, Governmental Research Association, Institute of Public Administration, International City Managers' Association, Investment Bankers Association of America, Michigan State University Department of Political Science, Municipal Finance Officers Association of the United States and Canada, National Association of Assessing Officers, National Association of County Officials, National Municipal League, Public Administration Clearing House and Tax Institute.

J. E. B.

### ***Council-manager Plan Developments***

The International City Managers' Association announces several additions to the list of council-manager municipalities since March 1, not previously mentioned in this column. With their 1955 populations they are: BRISTOL, PENNSYLVANIA, (12,710), WALNUT CREEK (2,420) and DAIRYLAND, CALIFORNIA, JASPER, FLORIDA, (2,327) and CLARKSVILLE, GEORGIA, (1,106).

COLTON, CALIFORNIA, (1955 population 17,312) voted 1,578 to 1,160 on April 9 to adopt the council-manager plan.

UPPER ARLINGTON, OHIO, (9,024)<sup>1</sup> voted 4,036 to 976 on May 8 in favor of charter amendments establishing the council-manager plan. Members of the existing city commission constitute the city council until the November 1957 municipal election, and have the powers and

<sup>1</sup> 1950 population.

duties imposed upon the council by the amended charter.

The towns of MILLINOCKET, (5,890)<sup>1</sup> and SCARBOROUGH (4,600),<sup>1</sup> MAINE, voted at their annual town meetings in March to adopt the town manager plan, to be effective in 1957.

The borough council of BELLEPONTE, PENNSYLVANIA, (5,651)<sup>1</sup> has adopted a council-manager ordinance.

In SAUSALITO, CALIFORNIA, (4,828)<sup>1</sup> the council-manager plan was adopted by ordinance on December 6, 1955, and the first manager took office on March 28, 1956.

LARKSPUR, CALIFORNIA, (2,905)<sup>1</sup> adopted the council-manager plan on April 10, 438 to 352.

Groups in the towns of FALMOUTH, EAST MILLINOCKET and GORHAM, MAINE, are seriously considering adoption of the town-manager plan.

A petition calling for a referendum on the question of adopting the council-manager plan has been circulated in SPRING VALLEY, NEW YORK.

A petition has been filed in BURNHAM VISTA, VIRGINIA, asking for a reversion from the council-manager plan to the former mayor-council plan, with the council having a large measure of power. The movement is backed by a former mayor for 24 years before the council-manager plan was adopted in 1952.

At the May 8 primary election HUNTINGTON, WEST VIRGINIA, voted 10,989 to 5,566 to have a charter commission frame a new charter, and elected an eleven-member commission, all but one of whom were endorsed by the All-Huntington Association and are known to favor the council-manager plan.

In GROVE CITY, OHIO, a change to the council-manager plan is under consideration. The Grove City *Record* favors the change.

The city council of MASON, MICHIGAN, (3,514)<sup>1</sup> adopted an ordinance in October,

1955, by a vote of seven to zero, establishing the office of city administrator, who "shall be responsible to the city council for the proper administration of all affairs of the city."

In ROCKFORD, ILLINOIS, a proposal to change from mayor-council to council-manager government was defeated on April 10 by a vote of 15,328 to 11,708.

GRANITE FALLS, MINNESOTA, voted 594 to 411 on March 20 to retain council-manager government, which has been in effect four years.

In WEST ST. PAUL, MINNESOTA, the *Booster* is advocating the council-manager plan. It is hoped that the charter commission can be persuaded to present the plan at the September election.

JOPLIN, MISSOURI, is voting June 5 on the question of retaining the council-manager plan adopted two years ago or, as an alternative, the election of a charter commission to frame a new charter. The city council scheduled the election on the basis of petitions, but warned that the citizens should "not take too lightly this effort by certain segments of the population to throw out this form of government."

#### Studies Manager Plan

A committee has been established in WEBB CITY, MISSOURI, looking toward the adoption of council-manager government. Three former mayors and three present councilmen have shown interest in the movement.

The ST. JOSEPH, MISSOURI, Junior Chamber of Commerce has appointed a committee to study the council-manager plan.

OMAHA, NEBRASKA, elected a charter convention on May 15. A group of citizens is working for inclusion of the manager plan in the proposed charter.

The Chamber of Commerce of VALENTINE, NEBRASKA, has a city manager plan committee which is studying the subject for possible application in its city.

The chairman of the charter commission of LA MARQUE, TEXAS, has announced that the commission will present a council-manager charter, probably before summer. The fifteen-member commission was established in December 1954.

IN SEATTLE, WASHINGTON, efforts have been made to persuade Mayor-elect Gordon S. Clinton to fill the \$6,000 position of administrative assistant with a man from the ranks of professional city managers, perhaps calling upon the city council to increase the salary, possibly to \$12,000. It was pointed out that Mayor Pomeroy has placed little emphasis on the position, whereas under Mayor Devin it attained much importance and responsibility.

The city council of UKIAH, CALIFORNIA, has had under consideration the conversion of the present position of business manager to that of a full-fledged city manager. It recently appointed the assistant city manager of Oxnard, California, as business manager upon resignation of the former incumbent.

Voters of SAN CARLOS, CALIFORNIA, who approved a city administrator type of government in 1951, turned down a proposition to abolish it, 1042 to 885, on April 10.

MILLBRAE, CALIFORNIA, defeated a council-manager proposal at the April 10 election.

Georgia city managers held the fifth Municipal Management Institute April 11-13 in Athens, at the University of Georgia, with a record attendance of 34 managers from Georgia, South Carolina and Mississippi. Vermont managers met April 6-7 at St. Johnsbury; fifteen managers from Vermont and five from New Hampshire attended. Seventeen Ohio managers met April 19-20 at Ohio Wesleyan University, Delaware, Ohio. A management demonstration clinic was conducted by management students at the university.

## Independents Win St. Louis Charter Board

At the election of a charter commission in St. Louis, Missouri, on May 8, all thirteen "independent" candidates were elected, despite opposition of the Democratic and Republican political organizations. Herbert A. Trask, writing in the *Post-Dispatch*, says:

"It was a clear-cut victory for Mayor Raymond R. Tucker in his prolonged battle with the politicians for a non-political charter modernization study, and a victory for the St. Louis Citizens Charter Committee which sponsored the winning candidates.

"Each of the citizens' candidates was elected by a wide margin over those of a rival slate picked by labor's Committee on Political Education, and backed by a majority of the Democratic and Republican ward committeemen. . . .

"The newly elected board of freeholders will have a year to make its study and recommend changes in the charter. It can propose a completely rewritten document or an amendment or series of amendments. Its recommendations will not become effective unless approved by the people in another election."

## Faulkner Act Run-Off Elections Opposed in New Jersey

Efforts have been made in the New Jersey legislature this year to eliminate the run-off election in Faulkner Act municipalities. Three bills have been introduced to repeal this feature in from one to all such municipalities. One of these, which eliminates such elections in two strong mayor-council options provided by the act, was passed, vetoed by Governor Meyner, and repassed over his veto. The two cities immediately affected are Hoboken, now operating under one of these options, and Vineland, operating under the other.

The Newark Bureau of Municipal Re-

search points out that the run-off election is a vital part of the nonpartisan election plan provided under the Faulkner Act. In order to be elected a candidate must obtain a majority of the votes cast for his position. If a certain prescribed number of candidates receive less than a majority, a run-off election is held for those positions where no majority was obtained.

The run-off was considered an important part of the Faulkner Act by the Newark Charter Commission, which stated, "Newark has had too much experience with city commissions dominated by candidates who were not the choice of the majority of the voters not to recognize the advantage of this new safeguard."

In Newark's first election under mayor-council Plan C only one person, Mayor Leo P. Carlin, received a clear majority. In the run-off election three of the councilmen elected had not received a plurality in the regular election. James Callaghan, councilman-at-large, moved from sixth to fourth place as a result of the run-off. Councilmen Farco and Gordon moved from second to first place in their wards in the run-off election. While fewer people voted in the run-off election, the candidates elected received substantially larger votes in all but two cases. Two of the candidates could have gone into office with as little as 30-35 per cent of the popular vote had it not been for the run-off, which in both cases resulted in their defeat. In the north and east wards where seventeen and fifteen candidates ran in the regular election and diluted the vote, the run-off proved its value.

### Rhode Island Legislature

#### Flouts Home Rule

The 1956 session of Rhode Island's legislature, which ended on April 28, produced little of general public benefit, particularly as to home rule and electoral reform. The *Providence Journal* of April 29 comments editorially:

"The sledge hammer and meat ax were applied unmercifully to bills proposed in the public interest. Liquor and primary reform bills were killed. Legislation to validate the home rule (council-manager) charter of East Providence was killed, leaving the whole governmental setup in that community of 40,000 people in legal doubt. Reapportionment of seats in the House of Representatives to give Cranston, Warwick and other municipalities a fair voice in the legislature was killed once more, despite the pledge of the last Democratic state platform. The same fate was meted out to the long sought and long promised bill giving cities and towns a degree of control over their own affairs."

After criticizing financial measures which foreshadow a \$6,000,000 operating deficit as well as increased debt the *Journal* states:

"In the area of the judiciary, the session had a field day. Half a dozen judges of the Supreme and Superior Courts were voted retirement on full pay. Seven new judges—most of them active political partisans, senators or holders of other state office—were elected or appointed to the high courts. On top of that, the Democratic leader of the Senate was given the lush job of clerk of the Supreme Court.

"Although it engaged in an unrestrained handout of judicial pensions and jobs, the assembly refused to adopt legislation limiting exemptions for jury duty, a measure that is badly needed to improve the quality of juries in the state. However, a bill was passed to lengthen annual Superior Court sessions, after the action had been asked by the judges of the court. . . .

"Election law reform legislation of questionable effectiveness was enacted at the last minute. It permits continued use of paper ballots in most elections and provides for identification of voters at the polls by a card system rather than by the foolproof method of signatures. Certain other proposals of the Hogan com-

mission were adopted, but only after they had been seriously weakened by amendments. The total effect of the bills passed should be to reduce somewhat—but not much—the opportunity for frauds in future elections."

### **Three Virginia Cities to Combine; Seek Name**

Denied use of the proposed name "City of Hampton Roads" by an act of the General Assembly, Virginia's Lower Peninsula thought is reported to be occupied in the selection of another name for the proposed consolidation of Hampton, Newport News and Warwick. According to the Newport News *Daily Press*, the name "Hampton" seems to be leading the race—or, at least, more good reasons have been given to back up that name. "New Hampton," too, appears to have a considerable following.

The name "City of Hampton Roads," said to be most popular of all names considered for the tri-city consolidation, was forbidden by the Virginia General Assembly after Norfolk assemblymen protested that "Hampton Roads" belongs to all the cities that border it and not the Lower Peninsula alone. The Norfolk assemblymen further asserted that the name is known throughout the shipping world and any city assuming it would capitalize unfairly from its reputation.

Suggestions include Virginia City, Tri-City, Newhampton Roads, Peninsula City, Chesapeake City, Carolina City and Newport News (which has been the biggest of the three cities for the longest time).

*Municipal South*

### **Home Rule Amendment Proposed in Connecticut**

A little publicized action of the Connecticut House of Representatives in 1955 was the adoption of a resolution proposing a home rule amendment to the state

constitution. For ultimate adoption the amendment must be approved by two-thirds vote of both houses of the 1957 legislature and thereafter by a statewide referendum.

In urging the need of such an amendment, to enable municipalities to draft, adopt and amend their own charters, subject to general law, and to enact necessary municipal ordinances, and also to free the legislature from a mass of unnecessary detail, the Connecticut Public Expenditure Council pointed out that over 500 local bills were introduced in the 1955 legislative session. Many of them dealt with "such local matters as the changing of the hour of a town meeting, the conferring of power upon a tree warden, the vesting in a town of the control of its own sidewalks, the provision of traffic lights at street intersections, the awarding of pensions to deserving policemen and their widows, and so on."

### **Police and Fire Services Combined in 32 Cities**

Integration of police and fire services is now in effect in 32 municipalities, according to *Public Management* (International City Managers' Association). Thirty of these are reported to be under 25,000 population; two (both in Canada) have 27,000 and 50,000, respectively.

The advantages and processes of such combinations are emphasized in a new publication of Public Administration Service, entitled *A Frontier of Public Safety*, by Charles S. James; it is a companion volume to *Police and Fire Integration in the Small City*, published last summer.

One of the latest municipalities to decide to integrate the services is Fox Point, Wisconsin. The governing board of the village, which has a population of 2,585, approved the integrated public safety department in the belief that it

would mean better police and fire protection because of more efficient use of available manpower. After a training period the work week for all public safety officers will be about 40 hours as compared with former work weeks of 44.8 hours for the police and 73 hours for firemen. Under the integrated system an officer will be at the station at all times to answer fire alarms and officers out on patrol duty will go directly to a fire when notified of its location by radio.

### **Annual Reports on Films and Slides**

Two mid-west cities have presented their latest annual reports to the citizens visually by means of films and slides instead of in printed form.

St. Louis, Missouri, has made its report in the form of a 24-minute motion picture dramatizing municipal services. Entitled "The Big City," it is a documentary film which a private organization produced for the city. It pictures fire-fighting, water purification, rat control, enforcement of the anti-smoke ordinance, traffic control and other day-to-day services. The mayor appears only briefly and is not mentioned by name. The board of aldermen appropriated \$15,000 for publication of an annual report. The 16-millimeter film cost \$14,000. The city ordered sixteen prints of it for use by schools, civic clubs, church groups and other organizations.

The latest annual report of Wichita, Kansas, is presented on more than 140 colored slides with a recorded commentary. They are shown to school, church and civic groups. Portions of the set have been featured on television. The city hall lobby has an automatic slide projector that shows sections of the report.

A police photo technician made the slides, covering various city activities. A public relations consultant was employed part-time to write the commentary.



*"The boss says if Alaska becomes a state we'll all get a bonus."*

1956, New York Herald Tribune, Inc.  
Reproduced with permission.

### **Alaska Approves Proposed Constitution**

At the Alaska territorial primary election the constitution drafted by the recent constitutional convention,<sup>1</sup> for use in case Alaska becomes a state, was overwhelmingly approved. The people also approved a proposal to elect two "senators" and one "representative" in 1956, to attend the sessions of the United States Congress; they will not, of course, be actual members of that body nor have voting rights unless the Congress admits Alaska as a state.

### **Texas Looks Toward Constitutional Revision**

A poll of Texas legislators by the *Amarillo Globe-Times*, which brought responses from 121 of the 179 senators and representatives, is reported to show a

(Continued on page 298)

<sup>1</sup> See the REVIEW, April 1956, page 158.

**County and Township** . . . . . *Edited by William N. Cassella, Jr., and Victor Jones*

## Milwaukee County Surveyed by PAS

### Officials, Citizens Study 300 Recommendations

OFFICIALS of Milwaukee County and local civic groups are now reviewing over three hundred recommendations for the strengthening of the county government made by a year-long Public Administration Service survey.<sup>1</sup>

The loosely knit Wisconsin county government organization has been altered only slightly since it was established over a century ago. Although Milwaukee County has responded to the needs of the people and its operations have been generally characterized by honesty, efficiency and economy, there is a growing opinion that its structure is outmoded in a number of respects.

With a population of some 970,000, the county provides over two hundred services as compared with 26 when it was organized in 1835. Its budget has grown from \$17,000,000 in 1931 to \$61,500,000 currently. Equalized assessed valuations of real and personal property have trebled in the last decade.

Late in 1952 Supervisor R. J. White, Jr., introduced a resolution in the county board of supervisors for the creation of a new unit to improve administrative procedures and conduct year-round organization and methods research for the board and the various departments and commissions.

At a hearing on this resolution before the board's finance committee, there was

agreement among county officials and representatives of the Citizens' Governmental Research Bureau and the Milwaukee City Club that it would be advantageous, before creating the proposed budget and efficiency research unit, "to determine what fields, levels and areas of county functions should be the concern of said unit, and in order to arrive at such determination" to employ an outside consulting firm to make a general administrative survey of Milwaukee County government.

The county board empowered the finance committee to appoint a special subcommittee to prepare the specifications for the survey. This subcommittee's membership included three county officials and representatives of labor, civic and taxpayer groups. Fourteen firms submitted bids. In January 1955 the board awarded the contract for \$50,000 to the Public Administration Service of Chicago, which had made a county personnel survey in 1952.

The first of nine interim reports was submitted to the county board in May 1955 and the final summary report in January 1956. The reports totaled 927 pages with 313 specific recommendations plus general proposals.

Major organizational deficiencies pointed out in the reports include: role of elective officers in nonlegislative duties, absence of a single administrative head, prominence of boards and commissions in administrative positions, dispersion of related activities in over 50 different agencies and branches, inconsistent allocation of functions to the courts and judges, trend to creation of a new agency whenever a new function is undertaken by the county.

Compensating factors listed by PAS are the county's great fiscal resources,

<sup>1</sup> *The Government of Milwaukee County: A Concluding Report*. Public Administration Service, Chicago, January 12, 1956. 95 pages.

long tradition of good government, the imaginative use of facilities and dedication to duty by high quality public servants. "In this way, the county has largely overcome the unfortunate fact that its organization is all too typical of county government generally."

"The sharp upward trends [in cost], however, give urgency to the need for greater attention to programming improvements and services, and to strengthening the organization form and the administration of present county activities. . . . Whatever increases may occur [in future years] should be the net between the cost of providing better and expanded services to the public and the maximum economies which can be effected in the ways and means of providing such services."

#### Interim Organization

Milwaukee County "cannot aspire to really sound governmental organization—i.e. elimination of elective administrative officers and establishment of a board-manager plan, until the uniformity clause [constitutional provision for one system of town and county government as nearly uniform as practicable throughout the state] and the provision for constitutional county officers are repealed." Therefore, PAS proposed both interim and ultimate organizational changes and administrative improvements. "The standard by which importance [and urgency] is [to be] judged is the contribution which the adoption of related recommendations will make to strengthening the continued ability of the county government to meet effectively the demands now placed upon it and those with which the future may confront it."

The proposed interim organization calls for: retention of the many (52 county and judicial) constitutional and statutory elective officers (including 24 county board members) and their present duties, but with some reassignment of functions; reduction of work load of the numerous

county board standing committees by eliminating much administrative detail; establishment of a department for coordinating court services, responsible to the 22 judges; creation of three new, separate, major line departments to handle health and welfare, public works, parks and recreation; four staff departments for finance, planning, law, personnel; and three minor line departments. These changes would involve the integration and reorganization of a number of existing departments and abolition of thirteen boards and commissions. Several, including board of public welfare and civil service commission, would be retained but with changes in their functions.

PAS said the proposed interim reorganization would put the county board in more direct control over county operations by giving the board direct authority to appoint (under civil service) directors of parks and recreation, health and welfare, personnel; the number of agencies reporting directly to the board would be reduced to a manageable number functionally distinct; administration of county departments by plural bodies would cease; boards and commissions would be reduced to appeal or advisory status.

During the interim period certain managerial functions would be vested in a director of finance, including the present duties of the county auditor. The finance director would prepare the current budget and review capital budgets for all departments, carry on constant studies of county operations to improve practices and organization, and serve as a clearing agency through which departmental matters would be channeled to the county board.

Under the ultimate organization recommended, the channeling function would be taken over by the county manager, to be appointed by the county board which would be reduced to nine to fifteen members. All elective offices except the board would be abolished. The manager would appoint the heads of the proposed administrative departments. He would be

their immediate supervisor and provide liaison between them and the county board. He would have full responsibility for budget preparation, administrative policies and formulating programs of activities. The ultimate plan contemplates establishment of three new departments when the elective officers have been abolished—records, justice, court services.

Positive action to establish a central department of finance for current and capital budgeting, administrative management, general and cost accounting, and purchasing is of "basic importance." The county's largest single department, of medical and welfare programs, should be reorganized into four bureaus of medical care, mental health, public welfare and auxiliary services to eliminate separateness of the individual institutions by integration on a program basis for the needy, ill and aged.

The second largest agency, the park commission, should be reorganized as a parks and recreation department; and the commission should be transformed into an over-all county planning department with advisory commission. The present department of public works should be expanded so as to centralize county engineering, architectural, highway, expressway, airport and other public works services. There should be created a court services department and director, and a judges' committee on court services.

Although the final report was submitted by PAS in January 1956, action was delayed until after the quadrennial election of a new county board in April.

The county auditor has prepared detailed digests of reports and recommendations and has submitted the digests to the respective departments, boards and commissions, with request that their pro and con comments be filed with his office on or before June 15, to be followed by county board committee hearings at dates not yet determined.

Civic groups have urged public hearings as soon as possible, especially on the administrative improvements proposed by

PAS and on the 1952 proposal for creating a permanent organization and methods research unit, which was temporarily shelved in favor of the general administrative survey. Civic groups have also suggested that the committee hearings be held in time for any required budgetary action, in connection with the 1957 county budget hearings, scheduled for September-October 1956.

ROBERT E. BOOS, *Auditor*  
Milwaukee County

NORMAN N. GILL,  
*Executive Director*  
Citizens' Governmental  
Research Bureau of Milwaukee

## City-county Planning Advocated in Georgia

EDITOR'S NOTE.—The note below, by J. W. FANNING, associate director of Community Services, Center for Continuing Education, University of Georgia, is made up of excerpts from an article, "A Case for Joint City-county Planning," appearing in the February 1956 issue of the *Georgia Local Government Journal*.

The line between rural and urban Georgia is fast disappearing, and the full and sound development of all resources within the state will come more effectively and with fewer severe adjustments as country and town sit together in planning for the future. . . .

Georgia has moved a long way from being strictly an agricultural state. It has achieved a better balance between agriculture and industry. This is desirable. The two are interdependent and each has needs to support the other. Therefore, in future economic growth within Georgia, the problems of both agricultural and industrial growth need careful consideration.

In this connection, agriculture has a deep interest in and concern for all planning and zoning activities which are carried on within municipalities or on a county-wide basis. The following rep-

resents some of the interests which agriculture has in these activities, as well as ways in which farming may be affected by industrial, residential and other developments within Georgia communities.

1. It is impossible to plan for the growth and development of a town without affecting the total community in which the town is located. Agriculture, being a part of this community, is therefore directly affected, sometimes unfavorably. To avoid mistakes and facilitate sound growth, it is desirable that rural and urban plan together on all problems affecting the over-all development of the total community.

2. It is important that communities decide whether they wish to be agricultural or industrial or to achieve a balance between the two. Such decisions lead to constructive and profitable growth, with the avoidance of many severe and costly mistakes. This is an important decision as increased interest in more industry is manifested.

3. The location of industries is of tremendous significance to the problem of land use, and to the development of areas outside of incorporated towns and cities. Experiences have demonstrated that the location of industry on highly valuable farm land can and does bring about tremendous dislocations within the agriculture of a community. It is entirely possible that such dislocation is the desire of the whole community, but oftentimes this is not so and the problems which are created are difficult to handle. A closer study of the total problems of land use in the community would avoid many mistakes and ease the shock of adjustments.

4. Farm people are often greatly affected by subdivision developments. In many communities these developments, if well planned, will actually bring about an increase in land values. For others, without planning, land values decline and communities deteriorate. Serious problems can and often do ensue for the rural

production. Here again is a strong case for joint city-county planning.

5. Farm people are greatly interested in the urban facilities which become available in fringe areas, such as water, sewage disposal, fire control and garbage disposal installations. Many of these utilities enhance the values of rural living. There are many instances, however, where poorly planned facilities—sewage disposal for example—have created severe problems for rural communities. Joint planning by rural and urban interests possibly could have avoided the difficulties that arose, and a better total community life would have been created rather than a poor one.

6. An important area of development in fringe areas which affects the rural section is that of services including recreation, schools and garbage collection. Many communities have experienced a rapid growth of population outside of incorporated towns which has placed a heavy burden upon existing school facilities. This type of occurrence can, and oftentimes does, react unfavorably upon the people who make their living solely from the soil. In most cases, such problems could have been anticipated and dealt with through joint city-county planning.

#### **Effect of Increased Taxes**

7. The increase in tax rates and assessments, as a result of increased services in fringe areas, has a tremendous impact upon farm people. Oftentimes, there is an increased cost to them without any immediate benefit financial or otherwise. The increase in tax costs are not reflected in higher prices for products sold in most cases. The only way to benefit is to sell out at a higher land price and this is true usually only in a few cases. These adjustments are often severe but, where anticipated and planned for, can be alleviated to a very great extent.

8. The problems of undesirable developments in rural areas, such as "juke

joint," "slums" and junk yards, as a result of unplanned urban and suburban growth, are of great concern to farm people. Quite often, farmers do not find any immediate gains in industrial development within their communities. The problems created are usually extremely difficult to handle. They therefore need close consideration by both urban and rural people in joint city-county planning.

Many of the problems listed above are the result of changes which, in the long run, will be constructive and profitable. The impact of some will be severe even with the best of planning but certainly, when both urban and rural representation sit together on joint city-county planning boards to anticipate problems and avoid mistakes in community developments, much of the severity will be eliminated and a sounder growth will take place. Georgia will benefit through a stronger agriculture, an expanded industry, higher per capita incomes and better communities in which people can live, rear their children and make a living. But to insure that we do attain these objectives, there must be practical and sound planning by country and town people sitting together to lay out programs to these ends.

#### **New York Legislature Adopts County Home Rule Provision**

A concurrent resolution passed by the New York State Assembly and Senate would amend the state constitution so as to permit upstate counties to draft, adopt and amend their own charters and would clarify the county home rule powers of New York City (made up of five counties). If approved by the legislature again next year, it will be submitted to the voters for adoption. A similar amendment has passed the legislature on two other recent occasions but each time it failed in its second passage and had to start all over again.

#### **CITY, STATE AND NATION**

(Continued from page 293)

strong majority in both houses in favor of constitutional reform. One proposal, annual instead of biennial sessions, was approved by all but eight of the 121.

The Texas League of Women Voters has decided to make an important issue of constitutional reform in its program of action. The *San Antonio News* commends the League's stand on constitutional revision, saying:

"The demagogues can rant and rave about states' rights until the political atmosphere turns purple, but those rights can be protected only by strengthening state government to meet its proper responsibilities. And that simply cannot be done in Texas without a complete rewriting of the state constitution; piecemeal amendment will not do the job."

"We hope that the League of Women Voters' action will stimulate a statewide, all-interests movement toward constitutional reform. We believe press and public opinion is ready for that, and we would like to see this issue threshed out in the coming primary campaigns."

#### **Ohio Committee Seeks Equitable Representation**

A Committee for Legislative Reapportionment has been formed in Ohio, with the objective of initiating a constitutional amendment to achieve greater equality of representation in the state legislature. It proposes the election of six state representatives and two state senators from each congressional district. It appears to have special strength in Cleveland.

An advisory group has been appointed, including state representatives, county and municipal officials, educators, etc. The committee leadership includes State Senator Joseph H. Avellone, Alfred A. Benesch of the Cleveland Board of Education and Harry A. Blachman, attorney.

**Proportional Representation . . .***Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)*

## Cincinnati Vote Postponed

### Question of Referendum on Appeal Before Court

THE proposed referendum on proportional representation in Cincinnati has been temporarily postponed. As reported in this department for March (see page 137), the so-called Charter Improvement League, set up by the foes of P.R., filed petitions seeking to substitute for P.R. majority election at large, each voter casting his ballot for nine candidates, without benefit of primaries.

Upon examination of the petitions, the city council<sup>1</sup> found that many signatures appeared to have been written in the same handwriting and that there were a number of duplications as well. In addition the council claimed that some technical requirements had not been fulfilled. Additional signatures were filed, which the council did not have time to examine completely before the deadline for putting the question on the May 8 ballot. The total number of signatures filed, including the many which were invalid, was approximately 32,000—15,389 were needed to put the question on the ballot.

A taxpayers' suit was brought to require the city council to place the issue on the ballot at a special election. On April 11, Judge Charles E. Weber, of the Hamilton County Common Pleas Court, (himself a former Republican organization member of council and opponent of P.R.) issued a peremptory writ of mandamus directing city council to call

a special election upon the proposed initiative. At the same time Judge Weber specifically cleared members of council of charges of abuse of discretion which had been made following their failure to submit the proposal at the May 8 primary.

The charter council majority—over the protest of the four organization councilmen, all of whom are co-sponsors of the anti-P.R. petition—have appealed the decision. The local (First District) Court of Appeals has resigned from the case, the presiding judge disqualifying himself because he is the father of the co-chairman of the 9X-anti-P.R. petitioners.

### Outside Court Asked

The local Appeals Court has asked Judge Amos Conn, Sixth District Court of Appeals, Toledo, who is chief justice of the Ohio Courts of Appeals, to appoint an outside three-judge Appellate Court to come to Cincinnati to hear the appeal. Simultaneously, the local court set May 21 as a hearing date on the appeal.

Edward F. Alexander, special counsel for the city of Cincinnati, and Robert P. Goldman, chairman of the board of directors of the City Charter Committee, representing the charter councilmen, will present the arguments against Judge Weber's ruling, their chief contention being that the anti-P.R. petitioners failed to follow clearly prescribed forms set forth in the Ohio statutes.

Lay opinion is of the belief that, regardless of the outcome of the appeal, the tactical effect will be to postpone until the fall—and most probably until the general election in November—a vote on the issue.

FOREST FRANK,  
*Executive Director*

Cincinnati City Charter  
Committee

<sup>1</sup> Made up of five councilmen nominated by the City Charter Committee, which has supported P.R. since its inception, and four organization Republicans.

## P. R. Experience in Cincinnati

EDITOR'S NOTE.—The editorial below is taken from the Worcester (Massachusetts) *Gazette* for March 16, 1956.

The people of Cincinnati adopted proportional representation voting in 1924 against the strenuous opposition of a Republican political machine which had dominated city affairs for 40 years.

The people of Cincinnati have kept P.R. despite the repeated efforts of the machine to throw it out. Every referendum has failed.

Still the enemies of P.R. keep trying. They collected signatures to have a referendum May 8 on repealing P.R. But that effort backfired, too.

A handwriting expert testified that 52 out of 62 petitions he examined appeared to have more than one signature on them written by the same hand. One woman admitted signing five names.

On the basis of such evidence, the city council rejected the proposal for a May referendum. But the P.R. foes are still fighting hard. They have gone to the courts in an effort to force the holding of the referendum.

The whole episode demonstrates again how difficult it is in Cincinnati for P.R.

enemies to get signatures for repeal and how far some of them are apparently willing to go. It is pertinent to note that opponents of P.R. have twice failed in Worcester to gather enough signatures to force a referendum, even though the legislature has made the number of signatures required very small.

Why do some political organizations fight so hard to kill P.R.? A little Cincinnati history suggests an answer.

The present city council there includes four Republicans and five members of the Charter party (independent Republicans and Democrats). A close balance of this sort has held for many years, with the Republicans occasionally in the majority by a single vote. So it seems likely that this is a fair representation of public opinion.

But in the days before P.R., the Republican machine had almost complete domination. In the last election before P.R., for example, the organization elected all six council members chosen at large and 25 of the 26 elected by wards. It could muster enough votes from city and county employees to control, for all practical purposes, the choice of council members.

P.R. broke that up. No wonder the organization still is aching to get rid of it. Fair representation can be hard on political machines.

**Taxation and Finance***Edited by Wade S. Smith*

## Highway Aid Bill Passed by House

### Senate Committee Makes Amendments

**PASSAGE** on April 27 of the House version of 1956 federal highway aid legislation seemed to assure that a long-range federal road program would be enacted at this session of Congress. Substitutions were made immediately in the House bill by the Senate Public Works Committee, to which it was referred, however, and some observers believe that House and Senate versions will go to a joint conference committee before a law is sent to the White House for the President's signature.

Both branches of the Congress, and all factions, apparently were in close agreement as the bill reached its final stage. The bill passed by the House, as H.R. 10660, was actually a consolidation of two others. Title I, which authorizes a thirteen-year program of highway expenditures, comprised the so-called Fallon bill, H.R. 8836, while Title II, which provides the means of financing, incorporates the Boggs bill, H.R. 9075. The consolidated bill was passed by a vote of 388 to 19.

Under Title I of H.R. 10660, a thirteen-year program aggregating \$51,846,000,000 is authorized. This consists of \$25,000,000,000 for the interstate highway system in 1957-69, \$11,375,000,000 of federal funds for the regular systems, \$1,221,000,000 federal funds for public domain roads, and state matching funds for the interstate and regular systems of \$14,250,000,000. Matching provisions were continued on a dollar for dollar basis as to the regular systems and for the interstate system at the ratio of nine federal dollars to one

state dollar. Federal funds would be apportioned to the states in the ratio of costs, subject to further study for 1959 and succeeding years.

Title II provides for the continuation of certain existing highway taxes, to yield an estimated \$25,040,000,000 in 1957-72, and for the imposition of additional taxes to produce an added \$13,458,000,000 in the same period, to make available for the program a total of \$38,498,000,000.

### TAX INCREASES

The tax increases included raising the federal gasoline tax from two cents per gallon to three cents to raise \$9,295,000,000 in the period, raising diesel and special fuel taxes similarly to raise \$251,000,000, increasing the tax on tires from five cents per pound to eight cents to raise \$1,909,000,000, and increasing the excise tax on new trucks, buses and truck trailers from 8 per cent to 10 per cent, to raise \$957,000,000. Additionally, two new taxes would be imposed: one of three cents per pound on camelback, used for retreading tires, to raise \$180,000,000, and one a highway use tax of \$1.50 per 1,000 pounds on vehicles of over 26,000 pounds.

The tax proposals have brought strong protests from highway user groups, who have also been active in agitating for the passage of the federal aid program.

The Senate Public Works Committee, to which the House version of the 1956 highway act was referred for consideration of Title I, lost no time in substituting an amended version of the Gore bill for the Fallon bill. Whereas the Gore bill (S. 1048), passed last year, provided for only a five-year program, however, the amended version now proposed by the Senate extends the program to the thirteen-year period of the Fallon bill, to provide for a total federal contribution to the interstate program of \$24,750,000,000,

for which the states' matching share would be \$2,750,000,000.

Title II of the House version was scheduled for consideration by the Senate Finance Committee, which had announced that it would hold at least two days of hearings on the measure. Since Senate and House versions of the 1956 highway act will differ unless the Senate restores the provisions of H.R. 10660 on the floor, the two bills seem destined for referral to a joint Senate-House conference committee, after which a version acceptable to the joint committee will have to be ratified by each house.

While the bills under consideration contain numerous provisions still regarded as controversial—notably the weight limitation, the excise tax increases and a "prevailing wage" requirement objected to in some southern states—some of the more obnoxious provisions suggested in the White House program of 1955 appear to be permanently buried. Chief among these is the proposal, now discarded, that federal revenue bonds secured by highway user taxes be issued to meet part of the federal share of the interstate system costs.

#### **New York Launches Survey to Improve School Districts**

Using a legislative appropriation of \$55,000, New York State's Department of Education prepared early in May to launch a study aimed at reducing the number of school districts by one-third and increasing school efficiency. Leverage for consolidation is afforded by a revised program of state aid, also enacted by the 1956 legislature, which will reduce state subsidies to school districts with fewer than eight teachers.

School consolidation has already made

considerable progress in New York<sup>1</sup>—aided by various financial incentives—but state officials hold there is room for further improvement. "No school" districts take care of their pupils by sending them on a tuition basis to nearby schools of other districts. Educationally there seems to be no particular objection to this practice, provided the receiving districts have the capacity to care for their neighbors; financially, however, the sending districts are often "economizing" for the local taxpayers at the expense of the state aid program. According to one estimate of the State Education Department, efficiency and economy both indicate that about 520 districts would do the job better than the nearly 2,000 now in existence.

According to present New York standards, about 600 pupils is the minimum for an efficiently run school system. However, between 600 and 700 of the existing school districts that have schools have fewer than eight teachers—evidently less than half the minimum number of pupils for an efficient system even if classes average as large as 35 students per teacher.

The new state aid formula, adopted as a result of recommendations of the Temporary State Commission on Educational Service, headed by Chancellor Henry T. Heald of New York University, is expected to reduce the state aid of between 1,000 and 1,200 districts, contributing to the movement toward consolidation of the smaller districts. Exactly how many districts will suffer reduced aid will not be known until August 1956, when district reports reach Albany.

<sup>1</sup> See the REVIEW, February 1956, page 77.

## Citizen Action

Edited by Elsie S. Parker

## Plan 'Politician-in-Residence'

### Rutgers to Train Students to Enter Political Arena

THE establishment of a "Politician-in-Residence" is one of the projects planned for the Wells Phillips Eagleton and Florence Peshine Eagleton Foundation at Douglas College, the women's division of Rutgers University, New Brunswick, New Jersey. Under the plan, a politician will be brought to the university to be a part of campus life for an unspecified period of time, ranging from a few days to a month. The politician will meet with classes, be available for both formal and informal appearances, and meet with students in "bull sessions."

The Eagleton Foundation was recently established by a bequest in the will of Mrs. Eagleton of Newark, a leader in civic, charitable and political affairs.

The foundation will train students (both men and women), who are interested in political affairs, for entrance into the public service not through the civil service system but directly through the political system. It is felt there are not enough college trained persons who have been taught to develop "a kind of political sensitivity."

The director of the Rutgers program will be Donald G. Herzberg, presently an administrative deputy in the New York State Division of the Budget. Mr. Herzberg has had considerable practical political experience, serving as an aide to former U. S. Senator Benton and former Governor Bowles, both of Connecticut.

In pointing out the desirability of establishing a Politician-in-Residence, Mr. Herzberg recently commented that: "Many colleges... do bring... politicians

to the campus. The usual practice is that they are met at the airport, whisked to the campus, brought on the stage and introduced. The politician, if he is successful in his mission, stirs the student body with a fine talk that excites the campus thoroughly. When he finishes, he is then led off the platform; if the college is lucky, he will be able to stay around for a meal and meet with a small, carefully selected group of faculty and students. Probably what happens though is that he must get back to wherever he came from and so he leaves immediately after his talk. The campus very quickly settles back in its routine. The politician's speech may have made an impact on a few students but for the most part he is just someone to be rated at the end of the assembly series along with the speaker from the Weather Bureau and the novelist from Dubuque and the rest."

The foundation will be interested in creating a career political bureaucracy, at the same time raising the general interest in politics and politicians. It is also hoped that the program of the foundation will change the general attitude "toward politics and government reflected in the overwhelming majority of American parents who said, in response to a recent poll, that they hoped their children would not consider a political career." Generally, the foundation will act as a clearing house for politics.

Among other projects that the foundation contemplates, according to Mr. Herzberg, are a lecture series, an examination of what ingredients make a successful politician successful, and the development of a public affairs case study book similar to that for public administration.<sup>1</sup>

S. K. G.

<sup>1</sup> *Public Administration and Policy Development*, edited by Harold Stein. New York, Harcourt, Brace and Company, 1952.

## Indiana Teaches Politics to School Children

In Indiana, where babies reputedly are born with political poll books in their hands, concerted efforts are being made to develop among the school children still greater political knowledge. This political education program involves a combination of "forced feeding" and special activities and tools designed to stimulate the interest of the student in his government.

The forced feeding is done under a 1951 act of the Indiana General Assembly. This act requires first that each Indiana high school graduate have at least a two-semester course in American history. It stipulates further that within the two-week period immediately preceding each general, congressional or state election all pupils in grades six through twelve shall be provided with five periods of class discussion concerning the system of government of the state of Indiana and the United States. These discussions are to include such important features as methods of voting, party structures, election laws and the responsibilities and necessity of citizen participation in government and in elections.

State government and citizen agencies have cooperated in implementing the directive of the General Assembly. The need for factual, interesting, yet inexpensive texts to be followed in this "short course" was met by the Indiana State Chamber of Commerce through a series of three publications designed specifically for citizen participation in government programs and made available for purchase by the schools at low cost.

These publications include *Here Is Your Indiana Government*, a 124-page governmental handbook comprising the office-by-office story of state and local government in Indiana; *Let's Talk Politics*, a pamphlet prepared specifically for each election, containing names, pictures and bio-

graphical data on candidates for state and congressional offices, digests of party platforms and data regarding election procedures in the state; and *How a Bill Becomes a Law*, a folder describing the path followed by legislation through the Indiana General Assembly.

State government cooperated in the program by developing a movie, complete with sound and color, of the Indiana legislative process. This movie was made by Indiana University under the direction of a committee of veteran legislators. It is available to schools and civic groups for showing, and was viewed by over 25,000 school children who visited the State House during the 1955 General Assembly.

At Purdue University there is held annually a mock session of the state legislature. High school students from all sections of the state participate and, under the guidance of legislative experts, they go through each detail of the legislative process. Bills are introduced, committee hearings conducted and the proposed legislation is debated vigorously.

The American Legion and the Legion Auxiliary sponsor Hoosier Boys State and Girls State each summer, when over 1,200 Indiana high school boys and girls set up their own state and municipal governments and have a first-hand opportunity to study the duties and importance of each office.

Perhaps none of these activities designed to stimulate greater interest among students in their state and local governments is new or unique. The enthusiasm with which they have been accepted by students, teachers and civic groups, however, is heartening. It points to a continuation of the reputation for good government which has characterized the Hoosier State.

JOHN V. BARNETT, *Director*

Tax Department

Indiana State Chamber of Commerce

### **Publish Newspaper to Combat Press 'Boss'**

Citizens of Clarksburg, West Virginia, have found a novel way to combat a "one-party press." According to a story in *Time* magazine, the town's only dailies—one morning and one evening—are published by Cecil B. Highland, who has fought radio (by banning even paid program listings), television, a public sewage disposal project, daylight saving, and most attempts to improve playgrounds, schools and police. He seldom bothers to print the other side of such issues.

Clarksburgers finally rebelled and began putting out their own weekly newspaper to give the city "the straight truth about its government and city projects." The rebellion began when City Manager Glenn Peterson, after nine months under fire by Highland's papers, said he would resign. Leaders in the community formed the Clarksburg Nonpartisan Association and at a mass meeting denounced the Highland press, because it has "dominated the city and consistently opposed worthwhile community projects . . . slanted city news, written editorials into news columns, indulged in character assassination, and continues its news blackout of the Nonpartisan Association."

While the two local papers failed to publish a single word of the citizen uprising, papers in nearby cities ran full accounts, sent several thousand copies into Clarksburg the day after the new association was formed, and sold out in short order. Two dailies continued to send in a thousand papers a day, but, to quote *Time*, "at week's end Publisher Highland had still taken no notice of the biggest story in his territory."

### **Stress Citizen Aid in Urban Renewal**

The importance of citizen participation in anticipated urban redevelopment activity has been stressed by the so-called "Corcoran Committee" in Cambridge,

Massachusetts. According to the *Civic Bulletin* of the Cambridge Civic Association, the committee has suggested three possibilities for organization of such participation.

The first of these is an "officially appointed citizens' advisory committee to work with city agencies on a city-wide program." In this connection the city council has already unanimously adopted an order calling for such a committee to "foster comprehensive city rebuilding and redevelopment by private enterprise." The committee's fifteen members, to be appointed by the mayor, will be drawn from financial, business, industrial, labor, political, education and civic leaders.

The second suggestion is that of "local advisory committees to work with the redevelopment authority within specific renewal project areas." It is suggested that neighborhood associations should fill these roles.

The third recommendation is for an "independent citizens action committee with community-wide representation to suggest, interpret and support official programs."

### **Holds Civic Assembly**

James C. Worthy, vice president of Sears, Roebuck & Company and a regional vice president of the National Municipal League, was the principal speaker at the dinner of the annual Civic Assembly of the Chicago City Club, held May 7. His topic was "Citizenship and Democracy: The Role of the Voluntary Civic Association." A series of panel discussions preceded the dinner. Subjects discussed included The Aging and Aged, Metropolitan Chicago Government Services, Election Law Revision and Higher Education.

### **Groups Fight Spoils**

In the recent scramble in Philadelphia to eliminate from the merit system some 600 employees in city offices,<sup>1</sup> 79 citizen

<sup>1</sup> See the REVIEW, May 1956, page 235.

### New Symbol

The Citizens League of Minneapolis and Hennepin County has a new symbol—a bright red flame between the letters "C" and "L", standing for Citizens League. It has been developed by the league's Public Relations Committee and will be used on all league publications.

groups, representing a cross-section of community interests, worked for defeat of the proposed amendments (later declared invalid by the courts). These represented community, veteran, labor, business and church organizations that have been affiliated with the Citizens' Charter Committee since the campaign for adoption of the home rule charter in 1951.

### Awards for Women's Groups

All women's organizations in New York State are eligible to compete in the fifth annual Community Service Awards Program of the 1956 New York State Fair conducted by the Women's Division of the Fair. Purpose of the awards is "to provide recognition of outstanding achievements by women's groups in the area of civic betterment." The awards consist of four first prizes of \$100 each and four second prizes of \$50 each, as well as certificates of merit for honorable mention. Awards will go to each of four divisions, based on size of membership. Entries must be postmarked on or before June 15 and sent to the Women's Division of the New York State Fair Community Service Awards Committee, Syracuse, New York.

### Look at the Future

*Municipal News* for March 17 (bulletin of the Municipal League of Seattle and King County) carries two articles making predictions on Seattle's future. "Looking ahead" is "Seattle in the Twenty-first Century—Atomic Power and Automation Will Transform Our Lives More Drastically than the Industrial Revolution; Next Few Years Will Set the Pattern." "Looking Backward," is "A Report on Metropolitan Government by Albert King as It Might Be Delivered to the National Municipal League Conference in 1970."

### New York Council to Meet

The Twelfth Annual Institute of Community Leadership of the New York State Citizens' Council will be held June 14-17 at Hobart College, Geneva, New York. Topic for the three days will be "Building Better Communities."

There will be work groups on Special Approaches to Better Communities—industry-community partnership, college-community cooperation, community health, community mental health, community planning, good use of leisure time for its youth, and retired persons; skill groups will take up community-self-study, community organization, political awareness, discussion methods and use of mass media.

Special features will include an address by Mayor Robert F. Wagner of New York City, analysis of community development programs in Auburn and the town of Clarence, New York, the story of what communities are doing to build better schools, and impressions from European observers. For information write the New York State Citizens' Council, 613 East Genesee Street, Syracuse 2, New York.

## Area Research Problems Discussed

### Metropolitan Conference Pinpoints Needed Studies

IN ACCORDANCE with one of its stated objectives, the National Conference on Metropolitan Problems, held last month at East Lansing, Michigan,<sup>1</sup> undertook "to secure a broadly representative exchange of ideas and a consensus of viewpoints concerning . . . types of further knowledge and understanding required for progress." The twelve discussion groups into which the conference was divided identified and discussed many questions calling for further research. Some conferees felt there is already reasonably adequate information on engineering and technical matters but all agreed that there is a serious deficiency in information on political, fiscal, sociological and other problems created by rapidly expanding metropolitan areas.

There was wide agreement on the need both for historical research and for studies of basic trends and factors which may affect future urban development. Special value was attached to case studies of metropolitan areas that have already reached solutions or partial solutions of important problems, particularly to determine the reasons for the action taken.

The nature and direction of urban development was recognized as a subject on which new light is needed. For example, a study of the physical structure of the linear city offers a fruitful area for research. More basic information is also needed on the saturation point of the

core city and on land use and intensity of development.

A recurring theme was need for research on fiscal problems of metropolitan communities. Suggested subjects include possibility of eliminating or relaxing constitutional limitations on the fiscal powers of existing governments, the effects of various grants-in-aid and tax-sharing arrangements in support of local units, tax assessment practices and their effects, the incidence of local taxation on businesses located in different parts of a metropolitan area, how to persuade the "have" areas to share their tax base with the "have not" areas where there is unequal taxing capacity among governmental units.

The need for more accurate information on government costs led to a number of suggestions for research. A study of financial reporting by governments in metropolitan areas with a view to developing comparable cost analyses was proposed. One group wondered whether unit costs actually do increase with increase in population. This question was raised: May not larger per capita costs be attributable to higher service standards or to additional services usually provided by larger cities or to inherent difficulties with per capita estimates based simply on the residents of a city? It was felt that the efficiency and costs of services provided jointly by cities and counties, as compared with those provided separately, should be studied systematically, as should costs of services of authorities and special districts.

A good deal of stress was placed on the need for research on the attitudes and political behavior of people in metropolitan areas. Attitude studies to show how people in different parts of a metropolitan area feel about the entire area and its problems are particularly needed. One discussion group thought there should be

<sup>1</sup> See also pages 268, 269 and 287, this issue.

a study of how to create a public state of mind which will support changes in the basic governmental structure of metropolitan areas. Others wanted research on the relation between the area or size of a governmental unit and citizen interest, participation and control. It was also suggested that a study be made of the concept of the "natural community."

There was considerable demand for studies of community power structures and political leadership patterns as necessary to a more adequate understanding of the total metropolitan picture. Studies of suburban politics to determine causes for the common antagonism of outlying communities toward the central city's attempts to solve metropolitan area problems were called for. It was observed that there is a serious need for more basic information to explode the "myths" and cast light on "unknowns" in the area of political behavior and action in metropolitan communities.

The interrelations of political organization, governmental structure and the political and legal problems involved in dividing metropolitan-wide and local functions offer a fruitful field for exploration in the view of some of the participants.

#### People's Habits

It was agreed that we should know more about the habits of people living in metropolitan areas and their effects on governmental and other developments. For example, we need to know more about the causes of population movement as they affect transit and transportation. To what extent is housing the reason for the movement? What classes and ages prefer living in the central city? Under what conditions will people travel within the area for shopping, work and entertainment? Is the "flight" from the city affecting age distribution, individual earnings or income in the central city? Further study should be given to "areas of association" to discover if people have

more in common in wide areas as contrasted with small ones.

The role of state governments in metropolitan areas as well as that of the federal government was cited as an important subject for further research. Among the specific problems mentioned are the possibility of a new metropolitan area government assuming functions previously borne by the state, the assumption by the state of certain metropolitan-wide functions as in Massachusetts, the desirability of creating a state department of local government to conduct research and collect information on metropolitan problems and intergovernmental relations, and the possibility of interstate municipal charters.

Various research questions connected with the location of industrial plants and business establishments were discussed. For example, what kinds of industrial activity have been or can efficiently be dispersed as against those that require a central locale? In this connection, research is proposed on the link between management, finance, promotion and production aspects of industry that may affect geographical dispersal of economic activity. Another economic subject needing exploration is the problem of competition between core city merchants and suburban outlets.

Annexation as a possible solution to the metropolitan problem in certain parts of the country was mentioned by a few round table reports. The role of the judiciary in annexation proceedings, as in Virginia, needs further research. Means of analyzing the cost of outward expansion of services must be studied to permit better evaluation of the desirability of annexation.

Finally, the question of how to devise systems of metropolitan government which are expandable, to provide greater fluidity and flexibility with the outward movement of population calls for extensive exploration.

### Four Southwest States Hold Regional GRA Meeting

The first Southwest Regional Conference of the Governmental Research Association was held in Austin, April 13 and 14, with some 50 participants from research agencies in New Mexico, Texas, Oklahoma and Louisiana. Staff members of the Texas Research League in Austin acted as hosts.

The two-day conference was devoted to state and local governmental problems in the southwest. At the first morning session a panel discussed the effectiveness of governmental research at the local and state levels, laying emphasis on community support for governmental efficiency, the need for better trained public officials and ways of accomplishing research objectives on a limited budget.

Leslie J. Reese, national president of GRA, was the luncheon speaker. He discussed the changing role of citizen-supported government research organizations and the importance of close cooperation with government officials and community leaders in implementing economies.

The afternoon session contrasted the weak role of local units of government in New Mexico, Oklahoma and Louisiana with the relatively greater independence and strength of counties in Texas.

The sessions the second day were somewhat unusual for a GRA meeting. A panel of scientists from the Southwest Research Institute in San Antonio discussed some of their physical and economic research findings which would be applicable to governmental problems, such as modular units of construction for schools and state institutions and mineral surveys to determine the feasibility of locating new industries in an area.

The luncheon speaker was vice president of Belden and Associates, a public opinion polling organization in Texas. Alex Louis discussed the use of public opinion polls to determine attitudes which might influence acceptance of pro-

posed changes in government policy or administration.

MARGARET W. MCQUEEN

Texas Research League

### State In-lieu Tax Payments Reviewed

In *Payments in Lieu of Taxes on Public Lands under the Jurisdiction of the Michigan Department of Conservation* (48 pages), John H. Eichstedt reviews practices in Michigan and elsewhere on payments in lieu of taxes by state governments to local governments on state-owned land. These payments present a problem in Michigan as over four million acres—primarily forest lands—are owned

### Big Cities Agree on Worst Problems

A recent survey by the Citizens Budget Commission of New York City, as reported by *The American City*, shows that the mayors of some of the world's largest cities consider almost unanimously that their worst problems include finance and taxation, and transportation and traffic. Next to these come problems associated with city growth and change, including housing and slums, population changes and suburban growth. The "house-keeping" type of problem—air pollution, street cleaning and water supply—ranked low in all cases. No mayor considered juvenile delinquency among the top three problems in his city.

Cities replying to the questionnaire included London, Glasgow, Toronto, New Orleans, Milwaukee, San Francisco, Los Angeles, Philadelphia, Cincinnati, St. Louis, Buffalo, Chicago, Detroit and the District of Columbia.

by the state. About 79 per cent of this total acreage was acquired through tax reversion. The present Michigan practice is for the state to make a flat 10-cents-per-acre annual payment to the local government in which the land is located.

The issue discussed in this research paper, recently published by the Bureau of Government of the Institute of Public Administration at the University of Michigan, is of increasing importance in intergovernmental relations, primarily because the property tax is generally the principal source of local government revenue. Because of the concentration of state-owned land in certain areas, it is claimed that there is a resulting discrimination in the tax burdens.

The study concludes that there is no factual basis to support a case for or against making in-lieu payments to local governments. "Therefore, the question of whether or not to make such payments is a political question which must be answered by the legislature." It recommends that, if the legislature is to make such payments, a percentage of gross receipts method is to be preferred to payments on a per acre system.

#### **Public Administration and Punch Card Equipment**

Researchers and administrators who find themselves bemused by punched cards, the equipment that goes with them and the possible uses of both will be grateful to the Public Administration Service for its recent *Punched Card Primer* (77 pages). The small volume, written in popular fashion, by Burton Dean Friedman, is an introduction "to the basic facts of punched card life." The cards, the machines and a sample procedure are described. The problems, costs and benefits attendant upon their introduction are portrayed. The reader will find himself better able to decide "when to consider punched cards," although re-

searchers and administrators will wish that in addition to the technical aspects of the problem they had been given perhaps a little clearer insight into "uses."

J. P. K.

#### **City-college Research Bureau Established**

The first publication of the Governmental Research Bureau at Park College, Parkville, Missouri, *The Republican Party in Platte County, Missouri*, has recently been released. The Park College research agency is sponsored jointly by the city of Parkville and the college's Department of Political Science. The bureau has been organized to provide the city with administrative assistants taken from political science students and to give the students a chance to learn about city government from actual experience. The first study (21 pages) reports on the structure, functions and voting strength of the Platte County Republican party.

#### **Guide for Connecticut School Boards Published**

The Institute of Public Service at the University of Connecticut has recently published a *Handbook for Connecticut Boards of Education* (48 pages). Authored by Patricia Stuart, it is the seventh in a series of reference guides for Connecticut local officials prepared by the institute.

The handbook is generally a guide to the state's school law but also has suggestions for the school board member on how he can be a more effective public official. Chapters are devoted to the organization of the board of education, the town's educational program, the school's facilities, staff and finances, and to cooperative agreements between towns. The information in a separate chapter on special problems is presented by questions and answers.

# Books in Review

## *State Government*

THE BOOK OF THE STATES 1956-57. Edited by Frank Smothers. Chicago, Council of State Governments, 1956. xi, 679 pp. \$10. (Price includes 1957 supplement.)

This is the eleventh edition of *The Book of the States*, the indispensable reference on state government. This edition generally follows the organization and coverage of earlier editions, although a few sections have been added covering some particular problem that has been of recent concern to state governments, such as state programs for the aging, water resources, and public employee pension plans and federal social security.

The researcher can find innumerable tabulations on state activities, organization and functions, ranging from state legislative procedures and organization to the amount of money expended and the number of personnel involved in agricultural research in the states. As in the past, short articles discussing recent developments on selected state activities are included in this edition. The listing of state officials, both elective and appointive, is again made.

S. K. G.

## *Election Methods*

ADMINISTRATION OF ELECTIONS IN LOS ANGELES CITY, COUNTY AND THE STATE OF CALIFORNIA. By Harold T. Jones. Los Angeles, Office of the City Clerk, Election Division, 1955. 226 pp.

Election laws of the various states are about the bulkiest, most complex and disorderly statutes that we have. Mr. Jones has produced a scholarly statement reducing the California and Los Angeles complex to orderly analysis in laymen's language. He discusses both the law and the actual practice in his city and county with reference to the National Municipal League's election law models and the classic work of Dr. Joseph P. Harris, chairman of the League's Committee on

Elections, as well as various other authorities from coast to coast. It also includes a fine bibliography and elaborate statistical facts on California elections.

Obviously a labor of love and a fine contribution, touched up, uniquely for an official publication, by inclusion of a couple of pertinent poems!

R. S. C.

## *Public Affairs Reporting*

PUBLIC AFFAIRS REPORTING. By Victor L. Danilov. New York, The Macmillan Company, 1955. xiv, 487 pp. \$5.00.

This volume is a textbook for use in a school of journalism course on public affairs. In simplified terminology, it describes the various levels of government from the township to the federal government. It points out the best sources of news for the reporter at the city hall, the county courthouse, the state capitol, or the local offices of federal government agencies. About half the book is devoted to a description of crime and courts.

Because of the broad field covered by the author, it has been necessary to make generalized descriptions of the various governmental structures that could result in some slight misconceptions. It is hoped that the journalism student who takes a course in public affairs reporting where this text is used will also take courses in political science for a better understanding of the governmental processes. The political science course, however, will not point out the news sources, which is the primary purpose of this book.

S. K. G.

## Additional Books and Pamphlets

### *Air Pollution*

SURVEY OF AIR POLLUTION RESEARCH PROJECTS BY FEDERAL, STATE, LOCAL AND PRIVATE AGENCIES. Los Angeles, Los Angeles County Air Pollution Control District, 1956. 29 pp.

**Airports**

THE REQUIREMENTS OF AIRPORTS IN THE JET AGE. An Address by Charles E. Rosendahl. New York, The Municipal Forum, 1956. 13 pp. (For copies apply to Robert W. Fisher, Doremus & Co., 120 Broadway, New York 5, N. Y.)

**Assessment**

ASSESSMENT ADMINISTRATION 1955. Papers Presented at the 21st International Conference on Assessment Administration, held in New York City October 16-20, 1955. Chicago, National Association of Assessing Officers, 1956. ix, 187 pp.

**City Attorneys**

CITY ATTORNEYS AND THEIR SALARIES. A study of the Duties and Responsibilities of the City Attorney in Modern Municipalities as Compared with his Compensation. By Charles S. Rhyne and Jack M. Merelman. Washington 6, D. C., National Institute of Municipal Law Officers, 1956. 53 pp. \$3.00.

**Civil Service**

WHAT EVERY CIVIL SERVICE COMMISSIONER NEEDS TO KNOW. By John M. Phiffner, James V. Bellanca and Charles W. Terry. Chicago, Civil Service Assembly, 1956. 21 pp. \$2.00. (Discount on quantity orders.)

**Congress**

CONGRESSIONAL REORGANIZATION REVISITED. By George B. Galloway. College Park, University of Maryland, College of Business and Public Administration, Bureau of Governmental Research, 1956. 29 pp.

**Council-manager Plan**

1956 DIRECTORY OF PENNSYLVANIA COUNCIL-MANAGER MUNICIPALITIES AND MUNICIPAL MANAGERS. Pittsburgh 13, University of Pittsburgh, Institute of Local Government, 1956. 28 pp. \$1.00.

**Democracy**

THE SECRET OF DEMOCRACY. By Suzanne Labin. New York, Vanguard Press, 1955. 258 pp. \$5.00.

**Directories**

DIRECTORY OF LOUISIANA LEGISLATURE. Baton Rouge, Louisiana Legislative Council, 1956. 26 pp.

**Education**

SCHOOL ENROLLMENT: OCTOBER 1955. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, *Current Population Reports, Population Characteristics*, April 6, 1956. 10 pp. 10 cents.

**Handbooks**

A HANDBOOK ON ALASKA TERRITORIAL GOVERNMENT. Juneau, Alaska Legislative Council, 1955. 73 pp. \$1.00.

**Hospitals**

THE ROCHESTER REGIONAL HOSPITAL COUNCIL. By Leonard S. Rosenfeld and Henry B. Makover. Cambridge, Massachusetts, Harvard University Press, 1956. xii, 204 pp. \$3.50.

**Housing**

PEOPLE, HOUSING AND RENT CONTROL IN BUFFALO. New York 7, Temporary State Housing Rent Commission, 1956. xi, 139 pp.

**Industrial Location**

THE PLANT, THE OFFICE AND THE CITY: PART II. INDUSTRIAL LOCATION IMPACTS. Princeton, New Jersey, Tax Institute, *Tax Policy*, February-March 1956. 36 pp. 75 cents.

**Judiciary**

POLITICAL QUESTIONS: THE JUDICIAL CHECK ON THE EXECUTIVE. By Paul D. Carrington. Charlottesville, University of Virginia, *Virginia Law Review*, February 1956. 27 pp. \$1.50.

**Land Development**

HOW GOOD IS OUR LAND DEVELOPMENT. Washington 6, D. C., Urban Land Institute, *Urban Land*, April 1956. 5 pp. \$1.00.

**Municipal Government-Foreign**

EUROPE'S REBORN CITIES. By Leo Grebler. Washington 6, D. C., Urban Land Institute, March 1956. 104 pp. \$5.00. (Discount on quantity orders.)

**Municipal Progress**

MUNICIPAL PROGRESS DURING THE TWENTIETH CENTURY.<sup>1</sup> Essays in Honor of Harold S. Buttenheim on the Occasion of his Eightieth Birthday. Edited by Mabel Walker. New York, *The American Journal of Economics and Sociology*, April 1956. 130 pp. \$1.00. (Apply Robert Schalkenbach Foundation, 50 East 69th Street, New York 21.)

**Parking**

PARKING. Legal, Financial, Administrative. By Joint Committee on Urban Traffic Congestion and Parking, Jefferson B. Fordham, Chairman. Saugatuck, Connecticut, The Eno Foundation for Highway Traffic Control, 1956. xii, 196 pp.

**Planning**

PLANNING 1955. Selected Papers from the Annual Planning Conference of the American Society of Planning Officials Meeting Jointly with the Community Planning Association of Canada, Montreal, Canada, September 25-29, 1955. Chicago, American Society of Planning Officials, 1956. 224 pp. \$4.00.

**Police**

MANUAL OF RULES PEORIA POLICE DEPARTMENT. Peoria, Illinois, City Manager's Office, 1956. 54 pp. \$1.00.

**Public Employment**

CITY EMPLOYMENT IN 1955. Washington 25, D. C., Department of Commerce, Bureau of the Census, March 9, 1956. 19 pp. 20 cents.

STATE DISTRIBUTION OF PUBLIC EMPLOYMENT IN 1955. Washington 25, D. C., Department of Commerce, Bureau of the Census, March 23, 1956. 26 pp. 20 cents.

<sup>1</sup> See the REVIEW, April 1956, page 208.

**Public Safety**

FATAL FALLACIES. The Travelers 1956 Book of Street and Highway Accident Data. Hartford, Connecticut, The Travelers Insurance Companies, 1956. 29 pp. Illus.

**Salaries**

SALARY AND WAGE DATA. Michigan Cities and Villages over 4,000 Population. Hours of Work, Overtime Pay Practices, Holiday Pay Practices, Uniform Allowance Policy, Hospitalization Insurance and Group Life Insurance Practices. Ann Arbor, Michigan Municipal League, 1956. 134 pp. \$3.50.

**State and Local Government**

STATE AND LOCAL GOVERNMENT IN AMERICA. By Jewell Cass Phillips. New York, American Book Company, 1954. viii, 728 pp. \$6.00.

**Streets and Highways**

SURVEY OF STANDARDS FOR PERMANENT STREET IMPROVEMENTS IN RESIDENTIAL AREAS OF CITIES. By Harvey W. Mohr. Madison 3, League of Wisconsin Municipalities, 1956. 40 pp. \$2.00.

**Surveys**

COUNTY, CITY AND TOWN GOVERNMENT IN TENNESSEE. A Report upon the 1955 or Twentieth Annual Survey. Nashville, Tennessee Taxpayers Association, 1956. 93 pp. Tables.

**Taxation and Finance**

COMPARATIVE PROPERTY TAXES LEVIED IN COLORADO. For State, County, School, City and Town Purposes for Tax Collection Years 1955 and 1956 Together with Assessed Valuations. Denver 3, Colorado Public Expenditure Council, 1956. 15 pp.

PENNSYLVANIA COUNTY AND INSTITUTION DISTRICT TAXES 1954. By Andrew S. Bullis. Harrisburg, Pennsylvania Department of Internal Affairs, 1956. 40 pp.

PENNSYLVANIA LOCAL GOVERNMENT TAXES LEVIED UNDER ACT 481 IN 1954.

By Isabelle M. Alias. Harrisburg, Pennsylvania Department of Internal Affairs, 1956. 39 pp.

PERTINENT FINANCIAL DATA CITY OF BALTIMORE. Baltimore 2, Commission on Governmental Efficiency and Economy, 1956. 16 pp. Tables.

PUBLIC FINANCE AND ECONOMIC WELFARE. By Kenyon E. Poole. New York, Rinehart & Company, Inc., 1956. xvi, 640 pp. \$6.50.

SUMMARY OF STATE GOVERNMENT FINANCES IN 1955. Washington 25, D. C., Department of Commerce, Bureau of the Census, April 3, 1956. 21 pp. 15 cents.

TRENDS IN PUBLIC FINANCE AS THEY AFFECT CITIZENS AND TAXPAYERS IN TENNESSEE. Significant Aspects of Federal, State and Local Government Finance as of June 30, 1955. Nashville, Tennessee Taxpayers Association, 1956. 57 pp. Tables.

#### Traffic

PARKING, TRAFFIC & TRANSPORTATION IN TEXAS CITIES. By C. E. Schermbeck. Austin, University of Texas, Institute of Public Affairs, 1956. 53 pp. \$1.00.

TULSA METROPOLITAN AREA TRAFFIC SURVEY. Tulsa, Oklahoma Department of Highways, 1955. 106 pp. Illus.

#### Training for Public Service

CAREERS FOR COLLEGE GRADUATES IN NEW YORK STATE GOVERNMENT. Albany, New York State Civil Service Commission, 1956. 51 pp.

#### Transportation

TRANSPORTATION PROBLEMS IN SAN FRANCISCO. By Robert S. Nielsen. Washington 6, D. C., Urban Land Institute, *Urban Land*, February 1956. 10 pp. \$1.00.

#### Urban Growth

FORECAST OF URBAN GROWTH PROBLEMS AND REQUIREMENTS 1956-1980. A Brief Submitted to the Royal Commission

on Canada's Economic Prospects. Montreal 2, Canadian Federation of Mayors and Municipalities, 1956. Variously paged.

METROPOLITAN GROWTH AND THE CONVERSION OF LAND TO NONAGRICULTURAL USES. By Donald J. Bogue. Oxford, Ohio, Miami University, Scripps Foundation for Research in Population Problems and Chicago, University of Chicago, Population Research and Training Center, 1956. 35 pp. 60 cents.

#### Urban Redevelopment

AREA IMPROVEMENT SPONSORED BY LARGE INSTITUTIONS: MORNINGSIDE HEIGHTS, NEW YORK CITY. New York 20, American Council to Improve Our Neighborhoods, 1955. 9 pp.

REDEVELOPMENT: SOME HUMAN GAINS AND LOSSES. A Case Study of "Project A." A Study of Some Human Effects of Redevelopment Made as a Public Service on Request of the Indianapolis Redevelopment Commission. Indianapolis, Community Surveys, Inc., 1956. ix, 145 pp.

A TALE OF TOO MANY CITIES. A Planned Approach for the Recovery of My Economic Health. By George W. Lloyd. Detroit (Michigan), Detroit Edison Company, Area Development Division, 1956. 31 pp. (Apply Edison Electric Institute, 420 Lexington Avenue, New York 17.)

WHAT IS URBAN RENEWAL? By Martin Millspaugh. Washington 6, D. C., National Association of Home Builders, National Housing Center, 1955. 27 pp.

#### Water

SURVEY OF NEW JERSEY WATER RESOURCES DEVELOPMENT. For Legislative Commission on Water Supply. New York, Tippets-Abbett-McCarthy-Stratton, 1955. Variously paged. Maps.

WATER RIGHTS LAW IN KENTUCKY. Frankfort, Kentucky Legislative Research Commission, 1956. 80 pp.

## Recent Visitors at League's Office

Among recent visitors to the Carl H. Pforzheimer Building, League headquarters, were:

Henry F. Chadeayne, St. Louis; A. E. Buck, budget consultant;

Also, George Williams, director, and Rhoten Smith, associate director, Citizenship Clearing House; John J. Mahoney, Charleston, South Carolina, Chamber of Commerce; Richard Spencer, Coe College, Cedar Rapids, Iowa;

Also, Royden Dangerfield, director, Institute of Government and Public Affairs, University of Illinois; William Baumer and Kenneth Perry, both of New Brunswick, New Jersey;

Also, Glen R. Peterson, Jr., city manager, Clarksburg, West Virginia; Milton Viorst, of the *Bergen Evening Record*; Guy Larcom, city administrator, Ann Arbor, Michigan; David Lindsay, National Civil Service League;

Also, J. M. McFarland, director of municipal services, New York State Department of Civil Service; Robert B. Hudson, program coordinator, Educational Television and Radio Center, Ann Arbor, Michigan; Leonardo C. Mariano, Institute of Government, Manila, The Philippines;

Also, Thomas J. Cogan, Jr., Institute for International Education; Jack Whiteman, Communications Counselor;

**L. Horacio Estol and Julio A. Noble, political leaders in the Argentine, confer with Richard S. Childs on problems of local government and relations with state and national government.**

ors, Inc.; Alfred Revilla Quezada, director of public administration program, University of Bogota, Bolivia;

Albert Mayer, architect and town planner, regarding a new town being planned in Africa; Larry Munson, McKinsey and Company; Harry Starr, director, the Littauer Foundation;

Also, Peter Bart, *The Wall Street Journal*; H. B. Averill, director of administration, New Haven, Connecticut; Dr. Guy F. Robbins, Westport, Connecticut; Jesse Winzenried, Cody, Wyoming; Brevard Crihfield, eastern field representative, Council of State Governments;

Also, Mark S. Matthews, NML regional vice president, Greenwich, Connecticut; Howard W. Marschner, chief inspector, Great American Group of Insurance Companies; Ray Josephs, author and writer.

## Medford Celebrates All-America Honor

Francis A. Harrington, League Council member and president of the Massachusetts Home Rule Association, was to present the All-America Cities Honorable Mention certificate to the citizens of Medford on May 31 at the Third Annual Civic Festival.

The festival is sponsored by the Medford Plan E Francis A. Harrington Civic Association.

Medford was a finalist in the 1955 All-America Cities contest, one of the 22 cities which sent spokesmen to appear before the jury at the National Conference on Government in Seattle, July 1955.





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### Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955).....	\$.20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three.....	1.00
County Manager Plan, 24 pages (1950).....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955).....	.25
Facts About the Council-Manager Plan, 8 pages (1954).....	.05
City Employees and the Manager Plan, 4 pages (1952).....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1955).....	.05
P. R. [Proportional Representation], 12 pages (1955).....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953).....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953) .....	.75

(The two pamphlets above may be purchased together for \$1.20)

### Model Laws

Model Accrual Budget Law, 40 pages (1946).....	.75
Model Cash Basis Budget Law, 42 pages (1948).....	.75
Model City Charter, 173 pages (1941).....	1.50
Model County and Municipal Bond Law, 54 pages (1953).....	1.00
Model County Charter (New edition in preparation).....	1.50
Model Direct Primary Election System, 48 pages (1951).....	1.00
Model Investment of State Funds Law, 25 pages (1954).....	1.00
Model Real Property Tax Collection Law, 40 pages (1954).....	1.00
Model State and Regional Planning Law (1955).....	1.00
Model State Civil Service Law, 32 pages (1953).....	.75
Model State Constitution, 72 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 39 pages (1954).....	.50
Model Voter Registration System, 56 pages (1954).....	1.00

### Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946).....	.35
Best Practice Under the Manager Plan, 8 pages (1954).....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952).....	3.50
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955).....	2.00
Digest of County Manager Charters and Laws, 70 pages (1955).....	2.00
Guide for Charter Commissions, 44 pages (1952).....	.75
Guide to Community Action, by Mark S. Matthews, 448 pages (1954)....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954).....	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953).....	.25
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955).....	.50
Proportional Representation—Illustrative Election, 8 pages (1951).....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940).....	.25
Save Our Cities, by Joseph E. McLean etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1954).....	.35

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### Sound Doctrine in Three Critical Areas

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2. **Model Real Property Tax Collection Law**, 40 pages; prepared under the direction of the National Municipal League's Committee on a Program of Model Fiscal Legislation, L. Arnold Frye, chairman; second edition, 1954.
3. **Model Investment of State Funds Law**, 23 pages; prepared under the direction of the Frye committee; first edition, 1954.

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